

THE ROAD TO HEALTH: A FINAL REPORT ON SCHOOL SAFETY

EXECUTIVE SUMMARY

“ONE BULLET WOUNDS MANY”

It is all too easy to forget why we are here: Jordan Manners was five days beyond his fifteenth birthday when he died on May 23, 2007 in the hallway of C.W. Jefferys C.I. Secondary School (“C.W. Jefferys”) as a result of a bullet wound to the chest. The students of C.W. Jefferys honour his memory with a tribute that remains in the main hall of the school entitled “One Bullet Wounds Many”. With the support of Jordan’s family, this tribute was reproduced as the cover of this Summary Volume, in the hopes of ensuring that the stark reality of the tragedy that befell Jordan and his family will never be overlooked in favour of the detached systemic discussions that necessarily occupy the four volumes of this Report. Similarly, the School Community Safety Advisory Panel (the “Panel”) carefully laid out the last moments of Jordan’s life as he lay dying in the hallway of C.W. Jefferys to ensure that it is all very real. It is certainly real for those who personally experienced Jordan’s loss and it now should be real for all who claim an interest in the subject matter of this Report: the safety of youth. Fundamentally, if there is to be serious change in the Toronto District School Board (the “TDSB” or the “Board”) and beyond, then the death of Jordan Manners must serve as a wakeup call on the vulnerability of our youth to the evils of violence inside as well as outside of schools.

This Executive Summary

Below we set out the Panel’s approach in addressing issues of school safety. Following which, this Summary sets out the major issues the Panel analyses in its four volume report. Thereafter, this Summary provides the more notable survey results flowing from the staff and student surveys conducted at C.W. Jefferys and Westview Centennial. Finally, we conclude with the 126 recommendations reproduced in full at the conclusion of this Summary.

The Panel’s Approach

The approach the Panel has taken to this review is a broad one. The underlying premise to the Panel’s work is that “school safety” is synonymous with “school health”. Put simply, the Panel has concluded that addressing issues of safety in schools under the jurisdiction of the TDSB is inextricably tied to addressing the question of the health of the school environment. If a healthy learning environment is achieved then schools will be safe. Conversely, where safety issues have become a serious concern, there are clear indications of ill health and a dysfunctional learning environment. It follows, therefore that issues of school safety involve considerations of more than narrow questions about security measures, including building security and discipline. Indeed, it is one of the

operating theses of this Report that an overly narrow approach to safety has historically characterized this area and is one of the barriers to substantial progress.

The four volumes of the Final Report address the following issues which the Panel maintains fundamentally reflect and impact on the health of school environments generally and school safety in particular:

- (1) gender and school safety;
- (2) barriers to reporting school safety issues;
- (3) tracking violent incidents at schools across the TDSB;
- (4) the breakdown in the relationship between students and teachers;
- (5) the lack of youth activities;
- (6) inadequate funding;
- (7) lack of clarity concerning the role of Trustees;
- (8) discipline measures in schools;
- (9) strategies for detecting and deterring safety threats;
- (10) missing supports for complex needs students;
- (11) school safety concerns specific to Aboriginal students;
- (12) the relationship between safety and equity.

Violence and Weapons in Schools

Schools inevitably mirror the communities they serve. In a large urban setting such as Toronto, these communities are not hermetically sealed and schools across the city have a wide range of students from all walks of life. This necessarily means that the ills that our communities face outside the schools will and have made their way into the schools.

There is a community-wide crisis of confidence in the ability of the TDSB to ensure violence-free and weapons-free environments in all of its schools. The Panel shares this concern. A combination of direct consultations with education personnel and community agencies, anonymous surveying of staff and students and research in respect of TDSB incident records for the last 24 months lead the Panel to the conclusion that there are guns in select schools across the city in non-trivial numbers. Circumstances are such that neither the TDSB nor the police are in any position to accurately account for the numbers of guns in schools. Sexual assaults have also increased at alarming rates across the city. Inhibitions to reporting sexual assaults in the present system have resulted in the vast majority of youth not reporting their own victimization or that of their fellow students.

As detailed below and in the body of this Report, the anonymous surveys at Westview Centennial (870 of the 1200 students responded) indicated that 23% of students reported that they know someone who had brought a gun to school in the past two years. 22.5% reported that they have seen a gun in the past two years. 6.1% reported that they knew four or more people who brought guns to school in the past two years.

Far from being a “Jane/Finch” issue, the problem is city-wide: In order to get a more complete picture of the serious incidents and firearm related incidents that have occurred across the TDSB, the School Safety Panel staff spent days wading their way through unintegrated reports to compile and collate the serious incident data for the last 24 months. A Table of Violent Incidents was prepared that reflects incidences across the City of Toronto (predominantly outside the Jane-Finch area). A thirty page chart prepared by the Panel entitled “Table of Violent Incidents” is attached as Appendix “D” to this Report. The table identifies 177 incidents of violence that have been reported in schools across the city (see Appendix “D” to this Report, chart entitled “Table of Violent Incidents”).

The incidents included in the Table of Violent Incidents were chosen from a larger pool of incidents and classified according to gun incidents (firearms, replicas, pellet guns or reports of guns), weapons incidents (knives or tasers), robberies and sexual assaults. The table was compiled from a collation of data obtained from TDSB Weekly Incident Reports covering the period of January 13, 2006 to and including November 30, 2007 and a review of the Board Crisis Reports covering the period of September 26, 2006 to and including December 6, 2007. The non-mandatory nature of the reporting requirements, as well as the inconsistent reporting among quadrants, supports the view that these numbers significantly understate the prevalence of violent crime amongst youth in schools. The table allows for a comparison between those incidents reported in Northwest 2 (“NW2” – the quadrant that includes the Jane-Finch community) (five) in contrast to those incidents reported in all other quadrants in the City (172). A summary table is provided below (see thirty page chart, Appendix “D”):

Category	On School Property(outside of NW 2)	Off School Property(outside of NW 2)	NW2
Gun Incidents – actual/replicas/pellet/reported	54	26	3
Weapons Incidents – knives and tasers only - Could be in possession/threatening	30	5	0
Robberies	10	5	0
Sexual Assaults	31	16	2

The summary table demonstrates that there a significant number of gun incidents across the TDSB and **outside of the NW2 area**. In total, there were 80 gun related incidents on or off school property reported in the either the Weekly Incident Reports or the Crisis Reports. Of the 80 incidents, only two occurred in the NW2 family of schools. The data detailed above (as expanded upon in the Table of Violent Incidents) demonstrates a similar trend for all serious violent incidents. While it is clear that the NW2 family of schools seriously underreports incidents, it is also equally clear that violence in general, and gun incidents and sexual assaults in particular, is a City-wide phenomenon.

The panel received data that the Board produces yearly for the Trustees that encapsulates the provincially mandated “Violent Incident” forms. The title of these reports is unfortunate as they do not represent a comprehensive reporting of incidences of violence in the school system. According to Systems Superintendent Quan (head of Safe and Caring Schools Department) these reports, as currently filled out, capture only a fraction of incidents of violence (the failures of this reporting system is explained in Volume 3, section 3.06.02, “Tracking Safety”).

Strategies that have Failed

The TDSB has made significant achievements in the area of curriculum and boasts a prestigious record in its ability to maintain academic standards amongst engaged youth. However, the crisis of confidence that hangs over the TDSB relates to the Board’s inability, thus far, to successfully address the needs of the more marginalized youth who are not engaged and who are not succeeding academically.¹ It is, of course, a sad reality that these are the students who also represent the greatest safety concern as they are the students who are disengaged as a result of the failure to address their socio-psychological health needs.

A combination of the TDSB’s own cultural limitations and historically gross under-funding has rendered the Board unable to effectively address the needs of this growing population of disengaged and complex-needs youth who now represent an increasing safety concern. Deteriorating relationships between the schools, students, parents and communities are sadly part of this decline in the health of the school environment.

If progress is to be achieved, it is necessary to chronicle those strategies that have, to date, failed. The Tory Government of the late 1990’s embarked on a deliberate course designed to net out “equity” from the equation. Education was no exception and, indeed, the original *Safe Schools Act* and the impact it had on marginalized youth, particularly African Canadian youth, is a stark example of the fall-out from this Government policy.

The punitive approach that preached resort to mass suspensions and other forms of conventional discipline for complex-needs youth reached its zenith with the zero tolerance philosophy that dominated the early years of the *Safe Schools Act* amendments enacted in 2002. Youth were suspended and expelled in “droves”. The Panel refers to this enforcement style for responding to troubled youth as the “Safe Schools Culture”.

The Panel accepts that the Safe Schools Culture has deeply hurt this City’s most disenfranchised. The devastating effect that this style of discipline had (and continues to have) on marginalized communities is borne out by its lasting and ongoing effects. Spectres of “zero tolerance” policies continue to hang over the Safe Schools department (now called the Safe and Caring Schools Department). While the department has

¹ Throughout this Report, the Panel uses the terms “marginalized youth” and “complex-needs youth” as appropriate. The term “complex-needs youth” is meant to identify a broader class and, in addition to marginalized youth, captures those students who may suffer disengagement and alienation due to other unique challenges that may not typically attach to marginalized communities.

attempted to distance itself from the original Safe Schools Culture, the vestiges of TDSB's recent past are not so easily shed.

The Safe School Culture preaches a theory that complex-needs youth should be "treated the same" as all other youth. Predictably, this "one size fits all" approach results in those unable to "make the grade" being pushed out of the schools on to the streets of our communities. The government of the day (Conservative Government under Premier Mike Harris) had been elected (twice) on a platform which had, as a major plank, the dismantling of key social supports. The impact was, in effect, to push youth out of the schools into a setting where essential supports had been removed. Consultees, such as Dr. Akua Benjamin, refer to this resulting generation of youth as the "walking wounded" for whom hope and pride have been replaced by alienation and radicalization.

Did the Safe School Culture succeed in making schools violence-free and weapons-free environments? The answer is a resounding NO! The Panel's sobering findings with respect to youth victimization in a wide array of TDSB schools across the city speak for themselves (see Appendix "D", Table of Violent Incidents).

While the TDSB did not create poverty, racism, sexism or classism, it has the power and opportunity to shelter youth from its harshest effects. The Panel maintains that charting a new direction for safety in TDSB schools means charting a new direction for how the Board responds to complex-needs youth. It is about recognizing that "treating everyone the same" does not work when the starting points for youth can be so different. By way of simple example, if a thirteen year old comes to school hungry and sleep-deprived because of the personal crisis that may be his or her reality (due to challenges at home), how do we justify holding that youth to the same standard of behaviour and education as a well nourished student who comes from a nurturing and attentive environment?

The panel finds that a total dismantling of the "Safe Schools" culture is imperative and that a new vision should replace it which recognizes a different and inclusive concept of safety – an approach which includes discipline but is capable of operating beyond straight enforcement. The fundamental challenge for the TDSB involves identifying and employing key strategies aimed at re-engaging youth. As simple as this statement is to make, the TDSB (along with many other agencies in the Province of Ontario) has been wholly unsuccessful at meeting the challenge. Key elements to any successful strategy will be initiatives aimed at inclusion. In other words, the TDSB cannot hope to re-engage youth if its programs and initiatives are not geared towards accommodating their unique circumstances. Youth who come to school unable to learn because of their challenging lives outside of school have needs that must be addressed through social services supports as well as inclusive curriculum aimed at their realities. Zanana Akande, retired educator, former cabinet minister and community advocate, put it best: "it is absurd to preach course credit accumulation and delayed gratification to youth who have no hope of ever seeing the career opportunities we are trying to sell."

There are no "quick fix" solutions. Years of neglect of our marginalized communities have brought us to where we are today; reversing the trends will not be accomplished

overnight. Resource-draining measures such as metal detectors, while tempting as a response to the guns, are not going to transform unsafe conditions into healthy learning environments. Preventive measures aimed at encouraging youth to make better choices are the way to safety. In the end, conditions must be altered so that youth trust the safety of their environment enough to part with the weapons.

There is no prospect of effectively addressing concerns with respect to school safety unless a multi-faceted approach is taken to this complex problem. Time and again, the Panel has been treated to the mantra that “this is not just a school problem; this requires a coordinated effort by all the relevant arms of government and community agencies”. The Panel agrees. To this end, the recommendations in this Report do not confine themselves to simply the TDSB. To do so would fail to do justice to the breadth and complexity of the problems inherent in addressing the health of the TDSB school system.²

The shift in thinking that is required at both the TDSB and the Ministry of Education involves the recognition that, among other things, it is simply not enough to be accomplished in teaching curriculum. **Matters going beyond academics must be overcome in order to address the fundamental needs of youth who come to school unable to learn because of their challenging lives outside of school.**

The real change that is essential to making headway on issues of safety involves abandoning the failed philosophy of addressing safety through discipline/enforcement mechanisms. It does not work. While there will always be a place for discipline in identifying standards of behaviour, the reality that has thus far not been accepted in the system is that **marginalized youth cannot be punished/suspended into becoming engaged**. Resort to mass suspensions and other forms of conventional discipline for youth whose hope has faltered does not work. Louis March, Communications Director for the African Canadian Heritage Association expressed to the Panel what he hears daily: **“It is easier to get a gun than to get a job”**.³

Hope needs to be restored through programs and initiatives that create prospects for success for youth who are currently on the outside looking in. In the words of Peter Rosenthal, legal counsel and social justice advocate, “let’s make it easier to get the job”. Tied to this imperative is the need to recognize that when we speak of “a job”, as in the case of anyone else, it is symbolic of more than just employment. It is about access to opportunities, the creation of career aspirations and the fulfilment of life long ambitions. It is about dignity and self-respect. In our current environment, these goals are simply unattainable for the City’s marginalized youth.

² No doubt in recognition of the constellation of issues involved, the Director of the TDSB has, in written advice to the Panel, confirmed her support for recommendations being directed, where appropriate, to other agencies and levels of government that the Panel may identify.

³ Consultations with the Coalition of African Canadian Organizations dated August 16, 2007

SELECT ISSUES AND SOLUTIONS IDENTIFIED IN THE REPORT

Dismantling the Safe School Culture – The Well-Being and Equity Department

The Panel finds that the “Safe School” moniker has no place in a society that recognizes that safety can only be accomplished in partnership with equity. While recognizing that there are those employed at the Safe and Caring Department of the TDSB who do care, as long as the “Safe School” culture continues to exist in name, their efforts will be unsuccessful.

The Panel relies on the philosophy engendered in the notion of “equity” which has, as its most fundamental tenet, the recognition that people’s differences are to be recognized and accounted for with a view to creating inclusive environments that do not push people out. Strategies geared to inclusion involve adopting approaches and programs meant to recognize and acknowledge the diversity of the student population. These are the foundational principles upon which equity initiatives are built. That is, one size does not fit all.

The view that the Safe School Culture ought to be abandoned in favour of a new approach that involves infusing equity into youth management has spawned the Panel’s recommendation for a new department known as the “Well-Being and Equity Department”. Essential to the function of this department is the notion of “partnering up” the former Safe and Caring Schools Department with a revitalized Equity team in order to ensure that, among other things, there will be no discipline without equity. This is an important step forward to ensure that the message to our most marginalized community is that the TDSB has not only listened but has heard the pleas to put an end to the Safe Schools Culture.

The TDSB Education Culture

Even with the changes proposed in this Report, unaided and unmonitored, the TDSB has neither the cultural nor the financial wherewithal to restore safety and equity in its most vulnerable schools. These inabilities do not flow from a general lack of caring as educators amongst TDSB staff and Trustees, on the contrary their concern and passion for youth is impressive. However the TDSB education culture has created such formidable barriers to progress, that many of the most well-meaning of educators are rendered powerless to institute real and sustainable change.

The Panel became concerned with the extent of the impact of the TDSB education culture when it became increasingly apparent how resistant Board employees were to addressing matters of school safety with the Panel. An extraordinary number of employees would only speak on issues of safety if it was on a “not-for-attribution” basis. The nature of this TDSB education culture is characterized as a “culture of silence” borne of fear of political or bureaucratic reprisal or both.

The TDSB education culture was eventually pursued on an off-the-record basis with employees from teachers through to senior staff. The existence of this culture of silence was confirmed in a significant number of these consultations. On the one hand, one can anticipate that the Board as an institution should reasonably have a certain expectation of loyalty from its employees. On the other hand, this expectation of loyalty can easily become oppressive when it mandates silence. The reticence by board employees to come forward was not restricted to one level in the system. Indeed a certain fear and/or resistance to scrutiny actually increases at the higher levels of administration or senior ranks of the Board.

Finally, the Panel commissioned a Report by retired educator Zanana Akande. Her Report is included in the appendices to the Final Report [Appendix “E”]. Ms. Akande confirms the longstanding nature of this education culture. A number of recommendations in respect of corporate initiatives to counteract the TDSB education culture and to create “whistleblower” type protections are proposed by the Panel.

The Trustee Level

The reference to political reprisal leads to a recurring theme in the Panel’s consultations. Some of the Trustees have difficulty recognizing and respecting boundaries in their dealings with Board employees (including supervisory officers and administrators). Such practices are troubling and not consonant with developing and maintaining healthy school environments. Trustees themselves speak of the dysfunctional nature of decision-making at the Board level. It is the Panel’s view that it is essential for officials who preside over a \$2.3 billion dollar enterprise such as the TDSB to receive a minimal degree of mandatory training (currently absent) and to have job descriptions as well as a code of conduct. If public expectations for an effective and safe education system are to be met, it is imperative that Trustees are reasonably informed and are governed by basic rules of conduct. In addition, there is simply no justification for the failure to provide for full time remuneration for the position of the Chair of the TDSB. The public expects sound and competent leadership from the TDSB Chair. A salary of \$35,000.00 per year is grossly insufficient to compensate for the full time nature of the post.

Detection and Deterrence

The Panel’s research has revealed that there are firearms and other weapons in non-trivial numbers in select TDSB schools across the city. In view of these results, any and all strategies directed at detection, deterrence and removal of weapons must be considered.

The Panel, out of concern over the presence of guns in schools, considered recommending metal detectors. Ultimately, after considerable debate, the Panel has concluded that metal detectors are not the solution to this complex problem.

The issue is first considered in a “real-world” context where there are neither unlimited resources nor unlimited political will to address issues of school safety. The Panel operates on the premise that the purchase and installation of metal detectors could only be

reasonably considered if the intention was to use them in the over 150 secondary schools across the city; proceeding in any other fashion would result in the targeted usage of such devices becoming a tool for the further stigmatization and marginalization of already troubled communities. The exercise, therefore, would involve massive expenditures of resources, in view of the cost of the technology (an x-ray machine such as seen in courthouses for checking bags can cost \$25,000.00) and the trained security officials that would be required to run the detectors.

Inevitably, funds earmarked for key preventive measures directed at re-engaging youth (such as youth workers and programs) would be lost to the hugely expensive endeavour of purchasing and running these detection devices. Furthermore, the Panel is concerned that any political will to adopt preventive measures would seriously dissipate in the face of the “quick fix” that metal detectors represent in a social setting where apparent “instant solutions” are often the path of least resistance.

On the other hand, the specific loss of a life that could have been prevented as well the overriding priority of the safety of all of our children, makes it essential to consider the prospect of metal detectors as if resources were unlimited – what the Panel considers the “non-real world” scenario. Even in such a scenario, the Panel is of the view that metal detectors are not suited to addressing the problem. It is apparent that the logistics involved in controlling the entry and screening of students every day (including access to the building over the course of the day) would seriously hamper the learning environment including, but not limited to, students’ class schedules. That is, on consultation with the security experts who manage detector technology, lengthy delays and long lines to permit the daily individual screenings (or long waits in controlled collector rooms) are considered unavoidable costs. Therefore, leaving aside important discussions around the potentially negative impact to the school environment in general, resort to the technology would inevitably create a serious disruption to education as students could not be effectively placed in their first-period classes while they waited their turn to go through the detectors.

Schools are not the same kind of spaces as rock concerts, clubs or airports. Decisions about security strategies must be based on a consideration of not only the day-to-day requirements for a school to function efficiently, but also the kinds of spaces that we want schools to be. Schools should be welcoming, safe havens that facilitate a sense of community and promote learning. Security strategies that undermine these fundamental requirements may well come at too great a cost.

On the other hand, the loss of a life that could have been prevented is the greatest possible cost, and a rejection of metal detectors is not to say that nothing should be done to detect firearms or deter their presence in schools. Firearms pose a significant safety threat in Toronto schools, and, as such, schools have an obligation to protect students. The Panel believes that it is essential that the Board take steps to monitor and search those areas where firearms could be secreted, such as lockers, washrooms and other “nooks and crannies” that form part of school property. Random searches, possibly with the use of canines, are one way in which schools could carry out that obligation.

We recognize that suggesting the use of dogs to detect guns in schools presents as an intimidating proposal that, by all measures, should be foreign to school environments. Nevertheless, gun detection dogs present as a simple, inexpensive, effective and unobtrusive way to detect and deter the presence of firearms in schools. In a consultation with security experts from the Toronto Police Service, the Panel learned that two small, non-threatening, thirty-pound dogs (Springer Spaniels as opposed to German Shepherds or Doberman Pinchers) and their handlers (Board employees, not uniformed police officers) can, when students are in classes and not in hallways, inspect a school in a few hours.⁴

The current training and performance of the gun dog is such that when a dog (trained to pick up the scent of gun oil and/or gun powder) identifies a locker as containing a firearm, the dog simply stops in front of the locker and sits down. The usage of canine units must be strictly controlled to ensure their use on a purely random basis in the form of spot checks on secondary schools across the city. These random searches would be non-intrusive and would be designed to avoid any possibility of targeting certain schools or certain communities. In our view, if these basic principles were adhered to, canine units would be one strategy that would assist with reducing firearms in schools.

Ultimately, there are no short-term solutions to the problem of firearms in schools. Increased violence in schools is ultimately a reflection of both the TDSB's inability to adequately serve and engage our most marginalized youth, as well as deeply rooted social problems that have their origins outside of school walls. A preventive package based on principles of equity and designed to ameliorate the conditions that marginalized youth face is the primary imperative, and should not be undermined by short-sighted and expensive interventions that turn schools into fortresses. Less intrusive measures such as cameras, lanyards, uniforms, controlled access and canine detection strategies, when coupled with other long-term preventive measures, can assist to decrease the number of weapons in schools without undermining the open learning environments that we want our schools to be.

Gender and School Safety

Violence against girls and young women is a pervasive problem in TDSB schools. Following the Panel's confidential reporting of an undisclosed sexual assault at C.W. Jefferys, the TDSB particularized the Panel's terms of reference to specifically consider the system-wide risks faced by female visible minority students. Surveys conducted by the Panel at C.W. Jefferys and Westview indicate that gender-based violence, including sexual assault and sexual harassment, is occurring at alarming rates and is largely going

⁴ Consultation with Staff Superintendent Michael Federico and other security experts with the Toronto Police Service on December 10, 2007.

unreported. For example, in respect of the 870 students surveyed at Westview, the following was reported by students:

- 29 female students (7.0% of female respondents) claim that they were the victim of a major sexual assault at their school over the past two years. Major sexual assault refers to cases in which a student answered yes to the following question: "In the past two years, have you been sexually assaulted at school. Has someone ever forced you to have sex at school against your will?"
- 21% of respondents report that they know of at least one student who was sexually assaulted at school over the past two years. 7% report that they know three or more students who were sexually assaulted at school over the past two years.
- The vast majority of student respondents (80%) from both C.W. Jefferys and Westview report that they would not report their own victimization to the police or school officials; and
- The vast majority of students from both C.W. Jefferys and Westview (close to 90%) who have witnessed various crimes did not report these incidents to the police.

As with other areas of youth victimization, the problems are not confined to one region in the city. For areas outside of Northwest 2 (thereby excluding, among others, Westview and C.W. Jefferys), TDSB reports reflect 31 incidents of sexual assaults on school property between January 2006 and December 2007 [see Appendix "D", Table of Violent Incidents]. Due to deficiencies in the tracking of safety issues by the TDSB (addressed below), the Panel is of the view that this number seriously understates the problem.

The Panel has found that all female students are at risk of gender-based violence. However, race, sexuality, disability, class, immigration status and other factors may play a role in producing vulnerabilities to violence. The Panel concluded that the seriousness of this problem required immediate attention and warrants further study in consultation with sexual assault experts.

It became immediately apparent to the Panel that current measures relating to the protection of youth against sexual assaults, including those aimed at the timely reporting of sexual assaults, do not work. The Panel research suggests that current anti-bullying programs have little effect in preventing violence against girls. The programs tend to be gender-neutral and treat youth as a uniform group. Anti-violence programming in the TDSB has not been approached holistically, nor has it reflected the relationship between safety and equity. Successful outcomes in this area involve developing effective initiatives, including gender-based peer education programs, that examine the roots of violence against girls, healthy relationships, and equality among marginalized groups, as well as the creation of "safe space" programs that use peer facilitators to lead open

discussions amongst girls and other vulnerable groups. Education on these issues should be complemented by a safety and equity audit process that examines safety deficiencies in schools, potential barriers to reporting in policies and student attitudes towards school safety.

The Panel finds TDSB's sexual violence policies to be deficient. School staff lack adequate training on sexual violence and TDSB policies for responding to such violence. As a result, compliance with the "Abuse and Neglect of Students" policy has been uneven amongst TDSB administrators. Furthermore, the TDSB does not have the resources or the expertise to offer counselling to boys who engage in sexual misconduct. The Panel urges TDSB to develop a comprehensive "Sexual Assault and Gender-Based Violence" policy along with regular policy training for staff.

The current policy requires that sexual assaults be reported to police and requires administrators to take direction from police concerning the informing of parents. Sexual assault experts concurred that automatic reporting posed a major barrier for girls to come forward. For that reason, girls 16 years or older should be allowed to determine whether to report an incident to police or parents. The administrator should consult with girls younger than 16 years to assess whether there is a pressing reason for them not to report an incident to police or parents.

Two important issues that TDSB needs to address are the increasing number of newcomer students to the system, and the prevalence of cyber-based violence among students. TDSB should facilitate orientation programs to reduce the vulnerabilities of newcomers entering Toronto schools, as well as update and strengthen the TDSB online Code of conduct.

To assist in implementing Panel recommendations, a "violence prevention coordinator" should be created to liaise with community groups and establish prevention programs across schools.

Safe School Transfers

In the Interim Report, the Panel detailed the concerns shared by various members of the C.W. Jefferys staff with respect to issues surrounding "programless" safe school transfers. In particular, staff and administration at C.W. Jefferys advised the Panel that in many cases, safe school transfers had anger management problems and received little to no counselling prior to transfer. In addition, matching a transferred student's timetable was often times difficult and would lead to spares in which the student had no classes scheduled. As such, the student would become a "hallway wanderer". Lastly, the Panel was advised that students who are transferred within the same family-of-schools are still exposed to the same bad influences or connections that may have contributed to the conduct that made the student a safe school transfer.

In reviewing the safe school data provided by the Board, the Panel observed that with the exception of the 2006-2007 school year, the number of safe school transfers has steadily

increased from the 2002-2003 academic school year until the most recent school year. **This year (2007-2008) is projected to have the highest number of safe school transfers with over 300 as of November, 2007.** The data also suggests that the SW and NW quadrants typically have the highest number of safe school transfers. To date, the highest number of safe school transfers occurred during the 2005-2006 school year, when the OHRC complaint against the TDSB was settled. During this same school year, suspensions drastically decreased across the TDSB.

There is no statutory authority for safe school transfers. As a result, there is a significant opportunity for the current policy to be abused by administrators who wish to have troubled students removed from their school without increasing their suspension and expulsion numbers. Abuse of the Safe School Transfer policy can take many forms including:

1. calling the police to intervene in situations with the ulterior purpose of having a student charged criminally and placed under a condition not to communicate with a student victim or student co-accused (the condition would require transfer);
2. issuing a Notice Denying Access (students returning from a Notice Denying Access can be transferred);⁵ and
3. encouraging police to impose conditions requiring a student to transfer from his/her home school.

As a result of the potential for abuse, the Panel recommends that the Ministry of Education amend the *Education Act* to provide the Board with statutory power to transfer students in very limited circumstances. The legislative amendments should include the ability of a student to appeal the decision to transfer a student. The TDSB should also enact policy that unequivocally states that transfers cannot be used to discipline students.

The Panel recognizes that transferring a student has a negative impact on their education and significantly contributes to students “dropping out” of school. As a result, even in circumstances where a student is subject to interim release conditions that require a transfer, a school administrator should presume that a transfer is not required and work with a court liaison officer to ensure that the conditions are amended so as to allow students to stay at their home school. Students should only be transferred when an administrator is of the opinion that a student poses a direct and real threat, physically or otherwise, to other students at the school. The Panel further recommends that all stakeholders in the criminal justice system should receive training on the issue of safe school transfers so as to ensure that conditions that require a student to transfer schools are used sparingly.

Since the release of the Interim Report, the TDSB has taken steps to address the problem of “programless” safe school transfers. Currently, students who are transferred as a result

⁵ A Notice of Denial was used in the K.D. Case referred to in the Interim Report.

of conduct that arose on school property are given access to alternative to suspension (“A2S”) and limited expulsion programming (Support Program for Expelled Students). This programming would be available to a student who received interim release conditions arising from an incident that occurred on school property or that resulted in a principal either suspending or expelling (limited) the student. For students who are transferred as a result of conduct that occurred off school property (where there is no suspension or expulsion that could attach to the conduct), the same type of programming is not offered. In these cases, the student would be offered programming and support services from a Child and Youth Counsellor. This support and programming would occur at the receiving school. The Panel commends the TDSB on acting in an expedient manner to address some of the problems caused by “programless” safe school transfers; however, the Panel recommends that there be no distinction, for the purposes of programming offered, between students who received interim conditions for conduct on or off school property.

Lastly, the Panel believes that safe school transfers should continue to receive supports upon entering their new school environment. The Panel recommends that a multi-disciplinary approach should be taken to address the many needs of a student who has come into conflict with the law. As such, the Panel recommends that all schools have a Safe School Transfer Team that would meet prior to receiving a Safe School Transfer to determine the needs of the student. The Safe School Transfer team should include the administration of the school, the head guidance counsellor, school social worker, youth counsellor, or Child and Youth Worker (“CYW”). In addressing the needs of a student, the team will determine whether the student requires alternative education programming and/or access to a social worker, psychologist, and/or psychiatrist.

Partner Agencies on School Safety

There are numerous major players that work with the TDSB in addressing issues around school safety. The Ministry of Education and the Toronto Police Service are key institutional partners in this regard. Yet, currently, neither of these two organizations include a school safety official with an overall portfolio in school safety recognizable to Board officials or the public. It is the Panel’s view that, with the increasing community concern over student victimization, the creation of such posts are positive steps in ensuring integrated responses to school safety issues.

The Panel proposes that the Ministry of Education create a specific portfolio entitled the Provincial Safety and Equity Officer. This official would not only be directly responsible for oversight of the province’s school boards in respect of matters of school safety, but the post would involve being the repository for receiving reports concerning serious issues of youth safety in schools. Those reporting such concerns would be protected from reprisal through proposed new reporting protections that are aimed at addressing current fears of reporting.

In the case of the Toronto Police Service (following consultation), the Panel has recommended the creation of the position of Staff Superintendent – Executive School

Safety. The intention behind this recommendation is to ensure that, in the interests of consistency and accountability, school board officials and the public have access to a senior ranking officer whose mandate includes school safety.

The Creation of an Effective Coordinating Body

It is not lost on the Panel that issues of school safety go beyond the jurisdiction of the TDSB and beyond the capacity of the TDSB to resolve on its own. Addressing issues of school safety will require a coordinated effort amongst the three levels of government and the various government, private and voluntary sector agencies that provide resources or services to marginalized youth and communities.

The consultations revealed a strong perception that there is a lack of co-ordination in this regard and that this failure has compromised the delivery of services to marginalized youth and communities and ultimately the safety of our schools. This perception is held not only by community members frustrated by the lack of action by government but by many individuals within government.

In recent years, there have been laudable City of Toronto led initiatives aimed at fulfilling this much needed co-ordination function with a specific focus on community development in marginalized communities. In 2004, Mayor David Miller established the Mayor's Advisory Panel on Community Safety which included representatives from the Federal and Provincial levels of government (including cabinet level representatives), the City of Toronto, the Toronto Police Service, community and youth, as well as private and not-for-profit organizations. The Mayor's Advisory Panel developed a Community Safety Plan, a comprehensive strategic plan aimed at improving public safety and building on existing strengths in Toronto's communities. The Community Safety Plan is comprised of four pillars:

1. Strong Neighbourhoods Strategy: 13 priority neighbourhoods were identified for focused investment to strengthen neighbourhood supports. Supports to these neighbourhoods were to be delivered through partnerships among the three levels of government, police, community groups and residents.
2. Crisis Response: coordinated program of City services to help communities and neighbourhoods to deal with traumatic incidents.
3. Youth Opportunities: Youth employment, education, training and mentorship, and engagement opportunities through partnerships with the three levels of government, the community and the private sector.
4. Youth Justice: intervention programs to engage youth who are in conflict with the law.

The City of Toronto has developed an infrastructure of “on the ground” human resources to implement the Community Safety Plan including Neighbourhood Action Teams for each of the 13 priority neighbourhoods. The Mayor has also created a Community Safety Secretariat to support the implementation of the Plan. It is the municipal government, by its nature, that necessarily must play a central role in any exercise in localized community development.

There have been a number of problems associated with the Community Safety Plan as a means of providing a much needed coordination function. The City on its own simply lacks the necessary resources to fully implement the Community Safety Plan and therefore must rely on partnerships with the provincial and federal levels of government. There has been an unfortunate level of ambivalence on the part of these levels of government to fully commit to this City-led coordinated approach.

While the Mayor’s Advisory Panel enjoyed broad participation from all of the relevant levels of government, public and private institutions and community representatives in the consultation and planning stage, that same level of coordination has not carried through in the implementation phase. In particular, the Federal and Provincial levels of government have been reluctant to commit the necessary financial resources (which they alone can command) to this City-led initiative. In fact, the Province, after participating for two years in the Mayor’s Advisory Panel, chose to implement its Youth Challenge Fund through the United Way of Greater Toronto.

Mayor Miller told the Panel that the Province’s failure to work through the City’s already-established process led to duplication and delays in the allotted resources actually reaching the marginalized youth and communities on the ground. In particular, the Province had to create a new infrastructure, including 31 new outreach workers, to deliver its resources through the Youth Challenge fund. This was at a time when the City already had an infrastructure on the ground to deliver these resources to the priority communities. In fairness, Mayor Miller did express some optimism as to the prospects for better cooperation in the future.

There has also been some criticism of the efficacy of the Community Safety Secretariat. Some within government have referred disparagingly to the Secretariat as “a desk”, without any real power or resources. Councillor Joe Mihevic, who chairs the Community Development and Recreation Committee of Toronto City Council, candidly acknowledged that his Committee had very little interaction with the Secretariat, despite the fact that there is substantial overlap between their respective responsibilities. Councillor Mihevic shared the perception that the Secretariat was “one person and a desk, functionally”.

The Interdivisional Committee on Integrated Responses to Priority Neighbourhoods is another City-led effort at coordinating the delivery of resources to marginalized youth and communities. Meeting once every two months, it also has a broad level of representation from all levels of government and a myriad of City of Toronto departments. The list of participants on the Interdivisional Committee is impressive:

Children's Services; the City Manager; City Planning; Human Resources; EMS; the Mayor's Office; Municipal Licensing and Standards; Parks, Forestry and Recreation; Shelter, Support and Housing Administration and Social Services; Strategic Communications; the Toronto Catholic District School Board; the TDSB; Toronto Community Housing; Toronto Police Services; Toronto Public Health; Toronto Public Library; Transportation Services; Service Canada; and the Ministry of Children and Youth Services (Ontario).

The Interdivisional Committee process shares the weaknesses of the Community Safety Plan process; there is a lack of full participation from the levels of government who have the resources to tackle the problems of marginalized youth. Mayor Miller told the Panel that, while there are Provincial and Federal government representatives on the Interdivisional Committee, they are present in an observer role only.

The Panel sees little merit in any coordinating body that lacks access to the resources necessary to carry out whatever plans or strategies are developed by such a body. Coordination and planning without resources are not only ineffective, they hold out the false hope that governments are making significant progress toward addressing the conditions of marginalized youth and communities.

The Panel encountered a significant degree of cynicism about the true commitment of our governments and institutions to address the needs of marginalized communities. The communities are, to put it bluntly, fed up with being studied, consulted and reported on by commissions, task forces and panels. This Panel understands and agrees with this sentiment. There is no lack of understanding about what needs to be done; there have been enough reports and commissions to tell us this. What is required is real political will, backed up by real resources.

The Panel recognizes that the commitment of resources must be directed in a coordinated fashion and that all levels of government and a myriad of institutions must necessarily be involved. The Panel is of the view that some form of coordinating body is essential, based on the model of the Interdivisional Committee, but that those with the resources must be full participants in the process. This would include not just the development of a strategic plan, but also in the implementation phase. Accordingly, the Panel has recommended that the Interdivisional Committee be reinvented with a view to creating an effective coordinating body with the resources and participants that would make it capable of taking effective action. This coordinating body should have a public profile and should be accountable for its work.

The Provincial Advocate for Children and Youth

The Panel has consulted with the Provincial Advocate for Children and Youth (the “Child Advocate”). The Child Advocate is an independent office of the Legislature of the Province of Ontario. In 2007, this office succeeded the Office for Child and Family Service Advocacy, which was established in 1979 and operated within the Ministry of Children and Youth Services. Conditions at Westview Centennial Secondary School and at the First Nations School of Toronto are unacceptable. High suspension rates, exceptionally poor academic performance and, in the case of Westview, the prevalence of serious weapons (including firearms) are only some of the issues of concern at the schools. The Child Advocate is supportive of a Panel recommendation to conduct systemic reviews to protect and advocate for youth at Westview and at the First Nations School.

SUMMARY OF SURVEY RESULTS

THE C.W. JEFFERYS STUDENT SURVEY

- In June 2007 the Panel successfully administered a school safety survey to 423 students at C.W. Jefferys. This sample represents 56% of all students enrolled in the school at that time.
- The results suggest that, with the exception of the period immediately following the shooting of Jordan Manners, most C.W. Jefferys students feel very safe or fairly safe at their school. Indeed, despite the shooting, most C.W. Jefferys students feel that their school is actually safer than other high schools in Toronto.
- Other positive findings include the fact that most respondents feel that the teachers and students at their school get along. A high proportion of respondents also feel that teachers at C.W. Jefferys sincerely care for their students.
- Qualitative comments suggest that many C.W. Jefferys students are also fiercely proud of their school and feel that it has been unfairly given a bad reputation as a result of the extensive coverage of the Manners shooting.
- Despite these optimistic results, the survey also indicates that a large proportion of C.W. Jefferys students think that there are serious problems at their school. These problems include disorder in the hallways, students who talk back and disrespect their teachers, discrimination by teachers against students, unfair grading and unfair punishment practices.
- Many C.W. Jefferys students also think that there are serious or very serious problems at their school with respect to students who carry weapons, drug dealing, bullying, fighting and youth gangs.
- For example, according to the survey, 60% C.W. Jefferys students think that weapons are a serious (18%) or very serious problem (42%) at their school. One out of ten every ten respondents (11%) think that students bring weapons to school everyday.
- Almost half of C.W. Jefferys students also feel that gangs are serious or very serious problem at their school.
- The results of the survey also indicate that a significant proportion of C.W. Jefferys students have been the victim of threats, physical assaults, theft, sexual assaults, gun threats and other types of crime – both inside and outside of school.

- For example, 22% have been the victim of robbery or extortion on school property and 21% have been the victim of robbery outside of the school.
- 18% have been threatened by someone with a weapon at school. The same proportion have been threatened with a weapon outside of school.
- 11% of C.W. Jefferys students have been assaulted with a weapon at school and 16% outside of school.
- 12% had a gun pointed at them (or were shot at) on school property over the past two years and 14% outside of school.
- Importantly, gun assault is highly concentrated among those who claim gang involvement. For example, only 8% of those who have never been involved in a gang had a gun pointed at them at school, compared to 20% of former gang members and 41% of current gang members. Similarly, 9% of students who have never been involved in gangs had a gun pointed at them outside of school, compared to 31% of former gang members and 63% of current gang members.
- 14% of students report that they were sexually assaulted at school over the past two years (19% of female students). 14% of students report that they were sexually assaulted outside of school (18% of female students).
- Sexual assault victimization at school is highest among Black females and white females. However, Asian and South Asian females are more likely to be sexually assaulted at school than outside of school.
- Not a single West Asian female student reported a sexual assault – either in school or outside of school.
- The Panel stresses that the levels of victimization observed in this study are quite consistent with the findings of other high school victimization surveys conducted in Toronto and other North American cities over the past decade. Thus, it would be premature to state that C.W. Jefferys is more violent or crime-ridden than other schools in the Toronto area.
- The survey also found that the vast majority of students at C.W. Jefferys will not talk to the police or school officials about crimes they have witnessed or even their own victimization experiences.
- Reasons for not reporting include fear of the offenders, fear of the police, distrust of the police and a desire not to upset parents. It is also clear that part of the “no-

reporting” issue is rooted in an emerging youth culture that enforces a “code of silence” and calls for youth to “stop snitching.”

- C.W. Jefferys students support a wide range of school safety initiatives. They are particularly supportive of increased extra-curricular programming, increased counselling for troubled youth, the increased use of security cameras and increasing the presence of security staff (hall monitors) within the school environment.
- C.W. Jefferys students are somewhat less supportive of initiatives like installing metal detectors, allowing the police to search student lockers and creating one way in and out of the school.
- Finally, the survey also found strong evidence that racism is a major concern of many black students at C.W. Jefferys. Indeed, the majority of black students perceive racial bias with respect to grading and disciplinary practices and feel that teachers treated some students better than others. Many black students also perceive racism outside of the school environment – especially with respect to policing activities and employment opportunities.

C.W. JEFFERYS TEACHER SURVEY

- By July 2007 the Panel had received 51 completed school safety questionnaires from staff members at C.W. Jefferys. This sample represents 63% of staff employed at the school during that period.
- As with the student survey, the C.W. Jefferys staff survey produced both optimistic findings and results that are cause for serious concern.
- To begin with, the results suggest that most C.W. Jefferys staff are dedicated professionals. Despite many challenges, the majority of respondents are happy with their jobs, enjoy working with students, and claim that, in general, teachers and students at C.W. Jefferys get along.
- On the other hand, at the time of the survey, the majority of C.W. Jefferys staff were very dissatisfied with the current school administration. Most felt that discipline was too lenient or inconsistently applied at the school and that this situation had caused a significant decline in school safety and a worsening of student behaviour over the past few years.
- Indeed, a large proportion of faculty had witnessed criminal activity at C.W. Jefferys over the previous two years – including fights between students, drug trafficking, physical threats, sexual harassment and students with weapons.

- The majority of respondents also indicated that they had been subject to blatant student misbehavior – including challenges to authority, insults, and teasing.
- 22% of the 51 C.W. Jefferys staff respondents report that they feel unsafe at school.
- 67% of the staff members surveyed report that they feel unsafe in the neighbourhood around C.W. Jefferys after dark.
- Almost 20% of staff feel unsafe in the C.W. Jefferys neighbourhood during the day.
- 13% of staff feel unsafe coming to school once per week or more often.
- 85% of staff members live more than ten kilometers from C.W. Jefferys. Only 25% stated that they would consider ever living in the neighbourhood around the school.
- 58% of C.W. Jefferys staff sometimes worry about gangs at school. 70% worry about the gangs in the neighbourhood around C.W. Jefferys.
- 42% of staff admit that they sometimes worry about being robbed at school and 41% sometimes worry about being shot or attacked with a weapon at school.
- A third of the staff respondents (33%) sometimes worry about being physically assaulted at school.
- 59% of C.W. Jefferys staff believe that student bullying occurs at their school every week.
- Half of the C.W. Jefferys staff feel that drug dealing occurs at their school every week.
- A third of C.W. Jefferys staff report that fights between students take place at their school on a weekly basis.
- 14% of C.W. Jefferys staff believe that students bring weapons to school on a weekly basis.
- A significant proportion of C.W. Jefferys staff also report that they have been victimized, at school, in the past two years. Staff are more likely to be victimized at school than outside of school.
- In the past two years, 59% of C.W. Jefferys staff have been insulted or teased by students at school.

- Over half of C.W. Jefferys staff (52%) report that they have been threatened by a student at school in the past two years. 8% claim that they have been threatened by a student with a weapon.
- 14% of staff claim that they have been physically assaulted by a student at school in the past two years. 4% report that they have been assaulted by a student with a weapon.
- 39% of staff report that they have been sexually harassed by a student at school in the past two years.
- A third of staff respondents (30%) report that they have been the victim of minor theft (under \$50) in the past two years. 20% claim that they have been the victim of major theft (over \$50).
- 2 of the 51 staff respondents from C.W. Jefferys (4%) report that they have seen a student with a gun at school in the past two years. One out of every four (24%) have witnessed a student with another type of weapon – like a knife or a bat.
- 88.2% of staff respondents have witnessed at least one fight between students at their school in the past two years. A third have seen a fight between students on five or more occasions.
- 86% of C.W. Jefferys staff report that they have seen drunk or intoxicated students at school in the past two years.
- 80% of C.W. Jefferys staff have witnessed a student threaten another student.
- 61% of C.W. Jefferys staff have witnessed a student threaten a teacher at school in the past two years.
- 55% of staff have witnessed a student sexually harass another student in the past two years. 20% have witnessed a student sexually harass a teacher.
- Four out of ten staff respondents have witnessed a student engaging in theft at school over the past two years
- Almost a third of C.W. Jefferys staff have witnessed drug trafficking at their school in the past two years.
- With these findings in mind, it is not surprising to note that the majority of C.W. Jefferys staff support policies that are “tough” on student misbehavior. A high proportion of staff respondents, for example, would like to suspend or expel more students at C.W. Jefferys, call the police more frequently to deal with unruly students, give police the power to search student lockers, increase the number of

security cameras in the halls and increase the number of fulltime security staff. Most would also support having a single entrance in and out of the school.

- However, it important to note that the majority of C.W. Jefferys staff members are also very supportive of “softer” initiatives that would attack the root causes of student misbehavior. These initiatives include the provision of better counseling for troubled youth, more after school programs and programs that would increase the involvement of parents in school activities.
- Finally, it is important note that, unlike the C.W. Jefferys students, few teachers feel that unfair grading, unfair punishment and racial discrimination by teachers against students is a problem at their school. In addition, few teachers support the hiring of more racial minority teachers as a strategy for increasing school safety.

THE WESTVIEW STUDENT SURVEY

- By late November 2007 the Panel had collected 870 completed questionnaires from students at Westview Centennial Secondary School. This sample represents 71.9% of the students who were attending the school during this time period.
- As was the case with the C.W. Jefferys students survey, the Panel survey of Westview students provides mixed, often contradictory results. For example, while most students claim that Westview has serious problems with gangs, violence, drug dealing and weapons, the majority of respondents also feel quite safe at their school.
- Furthermore, while at the same time acknowledging problems with criminality and poor student behaviour, many Westview students believe that their school has been unfairly labelled as dangerous or unsafe.
- Most Westview students feel that teachers and students get along at their school and that teachers genuinely care for their students. If anything, the data suggest that the relationship between students and faculty at Westview is even more positive than student-teacher relationships at C.W. Jefferys.
- Nonetheless, the results also indicate that a large proportion of the Westview students who participated in the survey think that there are serious problems at their school with student disorder in the hallways, students who talk back and disrespect their teachers, unfair grading, unfair punishment and discrimination by teachers against students.
- One out of every five Westview student respondents (18%) reports that they feel unsafe at school.

- One out of five respondents (21%) feels that Westview is more violent than other Toronto high schools.
- 58% of the 870 Westview student respondents believe that students who bring weapons to school have a very serious or serious problem at their school.
- 59% of Westview students believe that gangs at school are a serious or very serious problem.
- 13% of Westview student respondents think students bring weapons – including knives and guns – to school every day.
- 55% of Westview student respondents at least sometimes worry about the gangs in their school.
- 50% sometimes worry about having something stolen at school.
- 44% sometimes worry about being robbed at school.
- 39% sometimes worry about being attacked or beat up at school.
- 20% sometimes worry about being sexually assaulted at school.
- The results of the survey also indicate that, like their counterparts at C.W. Jefferys, a significant proportion of Westview students have been the victim of threats, physical assaults, theft, sexual assaults, gun threats and other types of crime – both inside and outside of school.
- 50% of student respondents from Westview report that they have been insulted or teased at school in the past two years.
- 40% of Westview students have been threatened with physical harm at school in the past two years. 15% report that they have been threatened with a weapon.
- 38% of Westview students have been the victim of minor theft (under \$50) at school in the past two years. One fourth (23%) have been the victim of major theft (over \$50).
- 37% of Westview students report that they have been physically assaulted at school in the past two years. 10% report that they have been assaulted with a weapon at school over the same time period.
- 23% report that they have been a victim of robbery or extortion at their school over the past two years. 20% have been the victim of such a crime outside of school.

- 10% report that they have been attacked by someone with a weapon at school – 11% have been attacked by someone with a weapon outside of school.
- Many Westview students also report that they have seen guns and knives within the school environment and know students who have brought guns or knives to school.
- Although many students admit that they themselves have brought a knife to school, relatively few report that they have ever carried a gun. Further analysis indicates that much of the exposure to weapons at Westview is highly concentrated among former and current gang members.
- 23.0% of Westview students report that they know someone who brought a gun to school in the past two years.
- 6.1% of students know four or more people who brought a gun to school in the past two years.
- 22.5% have seen a gun at school in the past two years. 5.0% have seen a gun at school on four or more occasions in the past two years.
- 5.5% of students have been threatened by someone with a gun at school in the past two years.
- 2.9% have had a gun pointed at them at school in the past two years.
- 2.8% claim that someone has tried to shoot at them at school (or on school property) in the past two years.
- A total of twenty students (2.3%) state that they have taken a gun to school in the past two years. Six students claim that they have brought a gun to school on many occasions.
- 15 students (1.7% of the sample) claim that they have talked to a teacher, the principal or the police about a gun at school.
- Students are more likely to be exposed to guns outside of school than inside school.
- 42.2% of all students have seen someone with a gun outside of school in the past two years (compared to 22.5% in school).
- 18.4% of students have seen someone with a gun outside of school on four or more occasions (compared to 5.0% in school).

- 9.0% of students have been threatened by someone with a gun outside of school (compared to 5.5% in school).
- 5.3% of students have had a gun pointed at them outside of school (compared to 2.9% inside of school).
- 4.9% of students claim that someone has shot at them outside of school (compared to 2.8% in school or on school property).
- 52 students (6.0%) claim that they have carried a gun when they were outside of school (compared to 20 students who have carried a gun in school).
- 17 students (2.0%) claim that they have carried a gun many times outside of school (compared to only 5 students who have carried a gun to school on many occasions).
- 34 students (3.9% of the sample) claim that they have talked to the police about a gun they saw outside of school.
- 11.8% of the sample (93 students) claim that they "used to be involved in a gang."
- 4.8% of the sample (39 students) claim that they are a current gang member. There is a strong relationship between self-reported gang involvement and exposure to guns.
- 16.7% of students who have never been involved in a gang know someone who brought a gun to school, compared to 48.4% of former gang members and 66.7% of current gang members.
- 17.3% of students who have never been involved in a gang have seen a gun at school in the past two years, compared to 42.9% of former gang members and 69.2% of current gang members.
- 2.2% of students who have never been involved in a gang have been threatened with a gun at school in the past two years, compared to 20.9% of former gang members and 30.8% of current gang members.
- Only 1% of students who have never been involved in a gang had a gun pointed at them at school in the past two years, compared to 11.2% of former gang members and 18.9% of current gang members.
- The results are similar for exposure to guns outside of school. In sum, gun exposure seems to be highly concentrated among students who are gang involved.
- Knives are much more common than guns on school property.

- 50% of the respondents report that they know of at least one student who has brought a knife to school in the past two years.
- 23.2% report that they know four or more students who have brought a knife to school in the past two years.
- 51.9% of respondents claim that they have seen a knife at school over the past two years.
- 19.2% have seen a knife at school on four or more occasions
- 8.5% of respondents (73 students) have been threatened by someone with a knife at school over the past two years.
- 10.6% of respondents (91 respondents) have been threatened by someone with a knife outside of school.
- 2.2% of respondents (19 students) claim that they were stabbed or cut at school by someone with a knife over the past two years.
- 4.4% of respondents (38 students) claim that they were stabbed or cut by someone with a knife outside of school property.
- 16.4% of respondents (141 students) admit that they have brought a knife to school over the past two years.
- 6.0% of respondents (51 students) claim that they have brought a knife to school on many occasions.
- 21.0% of respondents (181 students) claim that they have carried a knife outside of school.
- 8.6% of respondents (74 students) claim that they have carried a knife outside of school on many occasions.
- One out of every three female students at Westview (33.7%) claims that they have been the victim of sexual harassment at their school over the past two years. Sexual harassment is defined as someone making unwanted sexual comments that upset the student or made them feel uncomfortable. Only 8.6% of male students reported sexual harassment.
- 29.3% of female students claim that they have been the victim of unwanted sexual contact (touching and grabbing) at their school over the past two years. 8.6% of male respondents report being the victim of such behaviour.

- 29 female students (7.0% of female respondents) claim that they were the victim of a major sexual assault at their school over the past two years. Major sexual assault refers to cases in which a student answered yes to the following question: "In the past two years, have you been sexually assaulted at school. Has someone ever forced you to have sex at school against your will?" Only 2.7% of male respondents (11 respondents) claim that they have been sexually assaulted at school.
- 21% of respondents report that they know of at least one student who was sexually assaulted at school over the past two years. 7% report that they know three or more students who were sexually assaulted at school over the past two years.
- 12.9% of female respondents (52 students) report that they were the victim of a major sexual assault outside of school over the past two years (compared to 3% of male respondents).
- 24% of respondents report that they know of at least one student who was sexually assaulted outside of school over the past two years. 8.4% claim to know three or more students who have been sexually assaulted outside of school over the past two years.
- As with C.W. Jefferys, black and white females appear to be the most vulnerable to sexual assault, both inside and outside of the school environment. There is no evidence that Muslim females are more likely to suffer from sexual assault than others. The rate of sexual assault is highest among Christian females and those with no religion.
- The vast majority of student respondents (80%) from both C.W. Jefferys and Westview report that they would not report their own victimization to the police or school officials.
- The vast majority of students from both C.W. Jefferys and Westview (close to 90%) who have witnessed various crimes did not report these incidents to the police.
- Only a small proportion of Westview students (less than 20%) who have seen guns or knives at school reported these incidents to the police.
- Reasons for not reporting include fear of the offenders (snitches get stitches), fear/distrust of the police, a belief that the police would not or could not protect them, the fear of being labelled a snitch or a rat, a desire for one's own revenge, a fear of upsetting parents, etc.
- The code of silence protects offenders and makes it difficult for the police and school authorities to root out students who pose a threat to school safety.

- Westview students, as with C.W. Jefferys students, support a wide range of school safety initiatives. They are particularly supportive of increased extra-curricular programming, increased counselling for troubled youth, the increased use of security cameras and increasing the presence of security staff (hall monitors) within the school environment.
- They are somewhat less supportive of initiatives like installing metal detectors, allowing the police to search student lockers and creating one way in and out of the school.
- As was the case at C.W. Jefferys, a high proportion of students from both Westview and C.W. Jefferys think that racial discrimination by teachers against students is a serious problem at their school. These views are particularly widespread among the Black students.
- For example, 53% of Black students at Westview believe that students from their racial group are more likely to be unfairly expelled from school than others, compared to only 23% of Asian students and 24% of South Asian students. Similarly, 48% of Black students believe that discrimination makes it difficult for students from their racial background to get good grades at school, compared to only 21% of Asians and 25% of South Asians.

THE WESTVIEW TEACHERS SURVEY

- By December 17th, 2007 the Panel had collected 39 completed questionnaires from staff at Westview. This sample represents 35% of the staff employed at the school during that time period.
- The data indicate that most of the teachers and staff members who completed the Westview survey appear to be dedicated professionals. Despite some challenges, the vast majority are happy with their jobs, report that they enjoy working with the students at Westview, and claim that, in general, teachers and students at Westview get along.
- Unlike their counterparts at C.W. Jefferys, at the time of the survey, the majority of Westview staff respondents were quite satisfied with the current school administration.
- Nevertheless, the staff respondents at Westview did indicate that changes are necessary. Several respondents felt that discipline was too lenient or inconsistently applied at the school and that this situation had caused deterioration in school safety and student behaviour.

- Indeed, a large proportion of faculty had witnessed criminal activity at Westview over the previous two years – including fights between students, physical threats, students with weapons, theft and drug trafficking.
- The majority of respondents also indicated that they had been subject to deliberate student misbehaviour – including challenges to authority, insults, teasing and accusations of unfairness with respect to both student punishment and grading.
- The majority of the staff who participated in the survey are fearful of the neighbourhood around Westview (especially at night) and claim that their school has serious problems with hallway disorder, students who disobey authority, bullying, theft, youth gangs, violence between students, and drug use and drug trafficking.
- 16% of the 39 Westview staff respondents report that they feel unsafe at school.
- 59% of Westview staff members surveyed report that they feel unsafe in the neighbourhood around Westview after dark. Almost 25% feel unsafe in the Westview neighbourhood during the day.
- Only 8% of Westview staff, however, feel unsafe coming to school at least once per week.
- 70% of Westview staff members live more than ten kilometers from Westview. Only 30% stated that they would consider living in the neighbourhood around the school.
- 61% of Westview staff sometimes worry about gangs at school. 66% worry about the gangs in the neighbourhood around Westview.
- 29% of Westview staff admit that they sometimes worry about being robbed at school and 37% sometimes worry about being shot or attacked with a weapon at school.
- A third of the Westview staff respondents (32%) sometimes worry about being physically assaulted at school.
- 47% of Westview staff believe that student bullying occurs at their school every week.
- A third of Westview staff (34%) feel that drug dealing occurs at their school every week.
- 42% of Westview staff report that fights between students take place at their school on a weekly basis.

- 13% of Westview staff believe that students bring weapons to school on a weekly basis.
- In the past two years, 50% of Westview staff have been insulted or teased by students at school.
- Over half of Westview staff (55%) report that they have been threatened by a student at school in the past two years. 5% claim that they have been threatened by a student with a weapon.
- 8% of Westview staff report that they have been physically assaulted by a student at school in the past two years. 5% report that they have been assaulted by a student with a weapon.
- 13% of Westview staff report that they have been sexually harassed by a student at school in the past two years.
- A third of Westview staff respondents (34%) report that they have been the victim of minor theft (under \$50) at school in the past two years. 11% claim that they have been the victim of major theft (over \$50).
- 2 of the 39 staff respondents from Westview (5%) report that they have seen a student with a gun at school in the past two years.
- Over half of Westview staff respondents (58%) report that they have witnessed a student with another type of weapon – like a knife or a bat.
- All but one staff respondent from Westview (97%) has witnessed at least one fight between students at their school in the past two years. A third (35%) have seen a fight between students on five or more occasions.
- 74% of Westview staff report that they have seen drunk or intoxicated students at school in the past two years.
- 71% of Westview staff have witnessed a student threaten another student.
- 57% of Westview staff have witnessed a student threaten a teacher at school in the past two years.
- 38% of Westview staff have witnessed a student sexually harass another student in the past two years. However, only 8% have witnessed a student sexually harass a teacher.
- Four out of ten Westview staff respondents have witnessed a student engaging in theft at school over the past two years

- One out of every four Westview staff (26%) have witnessed drug trafficking at their school in the past two years.
- With these findings in mind, it is not surprising to note that the majority of staff support policies that are “tough” on student misbehaviour. A high proportion of staff respondents, for example, would like to suspend or expel more students at Westview, call the police more frequently to deal with unruly students, give police the power to search student lockers, increase the number of security cameras in the halls and increase the number of fulltime security staff. Most would also support having a single entrance in and out of the school.
- However, it is also important to note that the majority of staff are also very supportive of “softer” initiatives that would attack the root causes of student misbehaviour. These initiatives include the provision of better counselling and treatment for troubled youth, more after school programs and programs that would increase the involvement of parents in school activities.
- For the most part, the results of the Westview staff survey are remarkably similar to the results of the staff survey at C.W. Jefferys. However, unlike the staff members at C.W. Jefferys, the teachers and support staff at Westview appear to be significantly more satisfied with the current administration at their school. Compared to their counterparts at C.W. Jefferys, the Westview staff are also less likely to believe that school safety and student behaviour have deteriorated over the past two years. Thus, one might conclude that the results of the Westview staff survey are somewhat more positive or optimistic than the results of the C.W. Jefferys staff survey.
- However, we caution that such conclusions may be somewhat premature. One concern with the Westview survey is the low response rate. Many teachers, staff and administrators at Westview simply refused to participate in the survey. This makes it somewhat difficult to generalize the results of this survey to the views and experiences of the entire staff at this school.

RECOMMENDATIONS

2.11 Ontario Human Rights Commission Settlement with the TDSB and the Province

To the TDSB:

1. The Toronto District School Board should report yearly to the Provincial School Safety and Equity Officer on the progress they have made in implementing their settlement with the Ontario Human Rights Commission. *(page 30)*

3.05.03 Responding to Incidents of Gender-Based Violence in Schools

To the TDSB:

2. The Toronto District School Board should develop a “Sexual Assault and Gender-Based Violence” policy. Interventions and approaches should be developed to respond to sexual assault and other forms of gender-based violence, with a view to ensuring that the equality rights of girls and young women to a safe learning environment are protected. The policy should be developed in consultation with the community and organizations that work to combat gender-based violence. The policy should detail definitions, penalties, reporting procedures, resources and an annual review of how the policy is being applied in practice. All Toronto District School Board employees who work with students should have regular training on the policy and the Board should ensure that sufficient resources are allocated to implement the policy.

In order to encourage victims of sexual assault to come forward and to protect the school community, the “Sexual Assault and Gender- Based Violence” Policy should state that, with respect to students who are age 16 or over:

- a. The decision concerning whether to report the sexual assault to the police should be made by the student.
- b. The decision concerning whether to notify the student’s parent/guardian of the sexual assault shall be made by the student.
- c. The Chief Social Worker shall mobilize appropriate supports for the student as soon as the incident is brought to the attention of school authorities. Supports may be both TDSB supports and/or community supports, and should be provided to assist the student to make their decision concerning reporting sexual assaults to the police and/or parent/guardian. The appropriate supports should be present when the student is interviewed by police and throughout the investigative/judicial process.

- d. Where the student chooses to inform their parent/guardian, the Chief Social Worker should ensure that family counselling services are made available to the victim and his or her family during and after the disclosure.

Where the victim of a sexual assault is under the age of 16:

- a. The principal and/or designate, in consultation with the Chief Social Worker (or other supports) shall report the sexual assault to police.
- b. The principal and/or designate, and Chief Social Worker, in consultation with the student and appropriate supports, shall decide whether the parent/guardian should be notified of the sexual assault. There should be a presumption that the parent/guardian will be notified, except in exceptional circumstances.
- c. The Chief Social Worker shall mobilize appropriate supports for the student as soon as the incident is brought to the attention of school authorities. Supports may be both TDSB supports and/or community supports, and should be available if the student is interviewed by police and throughout the investigative/judicial process.
- d. Where the student chooses to inform their parent/guardian, the Chief Social Worker should ensure that family counselling services are made available to the victim and his or her family during and after the disclosure.

Regardless of whether the sexual assault is reported to police, the Toronto District School Board, through the department responsible for school safety, should ensure that appropriate disciplinary action is taken and that procedures are in place to ensure the safety of the school community with respect to alleged perpetrator. *(page 391)*

- 3. The Toronto District School Board should establish programs at both the high school and junior-intermediate level for students who have engaged in repeated acts of gender-based violence, in order to support the re-integration and re-engagement of these young people into society and prevent future incidents. *(page 393)*
- 4. The Toronto District School Board should partner with community agencies providing services for women and girls experiencing violence, in order to enhance supports available for students and teachers to both prevent and respond to gender-based violence in schools. *(page 394)*
- 5. Toronto District School Board policies and resources relating to sexual assault and gender-based violence should be posted in schools and should form part of

the orientation process for all teachers and students at the commencement of each year. *(page 395)*

6. The Toronto District School Board should revise and broaden its “Online Code of Conduct” and student/parent declaration to address acts of cyber-violence and the consequences for students who engage in such conduct, on or off school property. Cyber-violence should also be included as a topic in violence prevention programming. *(page 396)*

3.05.4 Preventing Gendered-Based Violence in Schools

To the TDSB:

7. The TDSB should provide teachers, administrators, superintendents and support staff with staff development in the following area: gender-based education concerning causes of gender-based violence, prevention strategies and TDSB policies for responding to gender-based violence. The training should be mandatory for all TDSB teachers, administrators, superintendents and support staff. *(page 402)*

To the Ministry of Training, Colleges and Universities:

8. The Ontario Ministry of Training, Colleges and Universities should review current teacher education programs to evaluate its effectiveness in preparing teachers to respond to issues of sexual violence in the classroom and in the school environment. Where necessary, existing training courses should be updated. Training concerning gender-based violence in schools should be made mandatory for all pre-service teachers. *(page 402)*

To the TDSB:

9. The Toronto District School Board should implement a peer-based education program, supervised and supported by teachers, youth and social workers. The program should teach students on the topics of the dynamics of violence against girls and women, healthy relationships, and the acceptance of diverse racial and cultural groups. The program should be available to students in all grades at high schools. *(page 405)*

10. The Toronto District School Board should implement the Newcomer Orientation Week (NOW) program in all Toronto schools with high levels of newcomers in order to reduce the vulnerabilities of newcomer students. *(page 406)*
11. The Toronto District School Board should use a safety and equity audit process that, in addition to examining physical plant and use of physical space of schools, includes the following features:
 - (a) Consultation with staff, parents and community members where appropriate;
 - (b) Consultation with female students and students from groups that are vulnerable to violence;
 - (c) An assessment of violence prevention policies and procedures, including their effectiveness and practice;
 - (d) Observation of social dynamics on school property; and,
 - (e) A follow up audit should take place within a reasonable time period to assess whether recommendations have been suitably implemented. *(page 408)*
12. The Toronto District School Board should create and implement a “safe space” program in its high schools for female students and other vulnerable groups. *(page 409)*

To the Ministry of Training, Colleges and Universities:

13. The Ontario Ministry of Education should create a position of “Violence Prevention Coordinator” that is responsible for the implementation of violence prevention programs in schools that are gender-sensitive and predicated on principles of equity and diversity. Violence prevention programming and education should involve students, school administrators, teachers, parents, and community agencies. *(page 410)*

To the TDSB:

14. All Toronto District School Board violence prevention programs should be regularly evaluated to determine their effectiveness and to make recommendations for improvement. *(page 410)*

To the Ministry of Education:

15. Recognizing that there is little research on the issue of sexual assault and gender-based violence in schools, the Ontario Ministry of Education should fund a comprehensive study of safety issues affecting female students in order to ensure that school safety policies appropriately address the specific safety risks faced by female students. This research should also examine policies concerning the reporting of incidents of sexual assault to police. *(page 412)*

To the TDSB:

16. The Toronto District School Board should launch a public awareness campaign concerning issues of sexual assault and gender-based violence in schools.
(page 412)

3.06.01 Barriers to Reporting

To the TDSB:

17. Each school should establish a “Student Hotline”. The phone number for the school hotline should be separate from the main school phone line. The Student Hotline should be staffed by students from the school who are trained on reporting, and who are aware of the appropriate supports for student victimization and bullying. In addition, the TDSB should prepare a website, separate from the TDSB website, where students can anonymously report issues of school safety.
(page 415)
18. In view of the Panel’s findings with respect to the education culture at the TDSB, the TDSB should contract an outside management consultant to provide advice and training in respect of pro-active measures the Board can take to counteract the characteristics and dynamics identified by the Panel in its Report on the TDSB education culture.
(page 423)

To the Ministry of Education:

19. The provincial government should establish a provincial School Safety and Equity Officer (“Provincial Officer”). The Provincial Officer will be a central repository for the reporting of serious issues of student safety.
(page 423)

To the Ministry of Education:

20. The Panel recommends that the provincial government create mandatory reporting obligations for serious issues of student safety. Serious issues of student safety include:
 - (i) possession of any prohibited or restricted weapon as set out in the Criminal Code of Canada;
 - (ii) a violent incident that has caused serious bodily harm; and
 - (iii) sexual assaults subject to Panel’s recommendations concerning reporting of sexual assault.
(page 423)

21. The Panel further recommends that the provincial government amend the *Education Act* to create mandatory reporting obligations for all school staff. At a minimum, the reporting provisions would require all Board staff to report serious issues of student safety. The provisions would develop reporting structures that ensure that the principal and vice-principals are informed of every reportable incident. The provisions would obligate the principal of a school to advise the Board representative in charge of issues of safety and the Provincial Officer of serious issues of student safety and where applicable, advise the police of any particular issue. Where an employee has knowledge of a breach of the reporting provisions, the employee must report the breach, pursuant to reporting protection legislation, to the School Safety and Equity Officer. (page 423)
22. The provincial government should amend the *Education Act* to include reporting protection legislation that would apply to all school board employees. The legislation would enable an employee of a school board to anonymously report, in good faith, serious issues of student safety to the Provincial School Safety and Equity Officer and would allow the employee to disclose, if necessary, a student's OSR. The legislation would prohibit any form of direct or indirect reprisal, retaliation or adverse employment consequences against the individual reporting employee. The legislation would include a punitive and remedial penalty attached to the protection. (page 424)

To the TDSB:

23. The TDSB should implement Board policy that mirrors the above noted recommendations (20 to 22) with necessary modifications. (page 424)
24. Student and Teacher surveys should be conducted every five years. These surveys should gather information on: 1) Feelings of safety at school; 2) Safety-related problems at school; 3) Fear of victimization; 4) Individual victimization experiences; 5) Witnessing crimes and violence at school; 6) Reporting crimes and violent incidents to authorities (including reasons staff and faculty decide not to report); 7) Perceptions of school punishment practices; 8) Perceptions of racism at school; 9) Ideas and attitudes towards improving school safety; and 10) Attitudes towards the use of the police in school. (page 427)
25. Student and teacher surveys should be based on large, random samples of students and staff. The sampling strategy should ensure that the final sample is representative of the types of communities and schools that make up the Toronto District School Board. For the student survey, we recommend that the sample size should consist of at least 5,000 students (randomly selected from at least 40 schools). For the staff survey, we suggest a sample size of at least 1000 teachers (randomly selected from a sample of at least 30 schools). (page 427)
26. Having regard to section 302(9) of the *Education Act*, which mandates the canvassing of students with respect to their safety, the Panel recommends that the

TDSB develop a policy for anonymously canvassing the school community on safety matters. Parental consent should not be necessary for such limited anonymous canvassing on safety as long as: 1) Students are fully informed about the purpose of the survey prior to survey administration; 2) Students are fully informed that their participation is voluntary and that they do not have to answer questions that they do not want to answer; and 3) Students are fully informed that the survey is both confidential and anonymous. *(page 427)*

27. The TDSB should create high quality evaluation designs (pre-test/post-test control group/experimental group designs) to evaluate programs aimed at reducing violence in schools. The Panel further recommends that program evaluation be conducted by highly qualified, external researchers, who do not have a vested interest in documenting program success. *(page 427)*

3.06.02 Tracking Safety

To the TDSB:

28. The Board should consolidate the Weekly Incident Reports and the Crisis Reports into a “Safety Incident Report” that would be used to document all incidents – both violent and non-violent – related to school safety. This standard form would be mandatory and would be used to document the following types of incidents within the school environment: physical threats, threats involving weapons, minor physical assault (not causing injury), major physical assault (causing injury), robbery/extortion, theft, sexual harassment, minor sexual assault (inappropriate touching or grabbing), major sexual assault (forced sexual contact), property damage and weapons at school. Safety Incident Reports should be created by a principal for each incident and submitted to the Safe and Caring Schools Department every week. The Safe and Caring Schools Department would consolidate the Safety Incident Reports by quadrant, FOS, and school, and circulate the Report to the Chair of the Board, Director, Associate Director, Executive Superintendent to Trustees, Superintendents, and all administrators. *(page 432)*
29. Each year the TDSB should produce a detailed report on school safety issues using data collected from individual schools. The information gathered for these Annual Reports could be based largely on the “Safety Incident Report”. Official school data should be further broken down by the following variables: 1) gender of offenders and victims; 2) age of offenders and victims; 3) grade of offenders and victims; and 4) racial/ethnic background of offenders and victims. *(page 432)*

3.06.03 Renewal: Creating a Positive Bond Between Students and Teachers

To the TDSB:

30. The TDSB should analyze the Board's suspension and expulsion data to determine the adverse impact it has on students who are disabled or are members of a racialized community by March 31, 2008. *(page 436)*
31. Multicultural, anti-racism staff development should be provided to teachers, administration, and school staff at every school. *(page 438)*
32. The TDSB should amend its transfer processes to permit teachers at schools in "at-risk communities" to be transferred to a different school upon request. Teachers should be permitted to have input in the location of their transfer. Such transfers should not have a negative impact on the teacher's career advancement. *(page 439)*
33. TDSB teachers working in "at-risk communities" should be given a thorough orientation on the social and economic conditions affecting students in these communities. This orientation would be delivered by a team that includes local community organizations and leaders, and students or former students. *(page 439)*
34. The Toronto District School Board should establish school-based teams made up of social workers, child/youth workers, and teachers to help family caregivers navigate and access the mental health services their children and youth require, and these teams should make use of a variety of treatment techniques, and work across disciplines. *(page 439)*

To the Ministry of Training, Colleges and Universities:

35. The Ontario Ministry of Training, Colleges and Universities should review and enhance mandatory classroom management training for all secondary school teachers, with an emphasis on the particular context of classroom management in the "at risk community" setting. The Practical year training should include an extended classroom management component. *(page 440)*

To the TDSB:

36. TDSB should provide staff development in classroom management skills, with a particular focus on schools in "at-risk communities". This staff development should be mandatory for teachers teaching in schools in "at-risk communities". The staff development program must be subject to ongoing review and continuous growth. *(page 440)*
37. Teachers who have been teaching for less than 5 years should be mentored by senior teachers. *(page 440)*

38. The Toronto District School Board should put in place mandatory staff development for principals, vice-principals, and senior administration on best practices in educational change. *(page 440)*
39. The Panel affirms the recent initiatives taken by the TDSB with respect to diversity and equity in its recruitment practices. The Panel calls on the TDSB to establish specific targets and timeframes with respect to employment equity. The Equity Foundation Statement should be implemented with respect to hiring and HR processes. This would include increasing the total number of internationally trained teachers. *(page 443)*
40. The Panel recommends that the TDSB lower class sizes in the LOI secondary schools to create more vacancies, and thereby, allow for movement of staff into these schools. This in turn will create vacancies across the system which may ultimately be filled by new hires. It is contemplated that these changes will enhance the cultural and racial diversity amongst the TDSB's teaching staff. *(page 444)*
41. Thorough curriculum reform should be implemented pursuant to the Equity Foundation Statement. There should be an action plan with specific time frames and accountabilities established. *(page 449)*
42. The TDSB should identify "at risk" students based on two categories: (1) students with high absenteeism rates and (2) students who successfully complete less than seven credits by the end of grade nine. The Panel recommends that in secondary schools, students not attending class on a regular basis need to be flagged by the classroom teachers and reported to an attendance counsellor. A set of procedures should be established with positive measures for encouraging students to attend, including an advocate/mentor program for improving poor attendance. Suspension should not be considered a positive strategy in this case. School procedures should include counselling to provide students with understanding and workable solutions for attending school. *(page 449)*
43. Guidance counsellors should meet with students identified as having successfully obtained less than seven credits so as to formulate a plan to obtain lost credits, including enrollment in a credit recovery program. *(page 449)*
44. The TDSB should provide WRAPAROUND programming in schools where there is a significant population of students who are in jeopardy of falling outside of the education system. *(page 449)*
45. Regardless of the direction that the TDSB and the communities take with respect to the issue of "Black-focused" schools, the Panel recommends that the TDSB develop an inclusive curriculum that will allow students to examine their own cultural and historical experiences, and the experiences of living in their communities. Specifically, the TDSB should explore ways to incorporate African-

- centered perspectives and other forms of cultural knowledge in the education of youth. *(page 450)*
46. The TDSB should extend Student Empowerment Programs and Leadership Opportunities for Students. *(page 451)*
 47. The Toronto District School Board, the Elementary Teachers' Federation of Ontario and the Ontario Secondary School Teachers' Federation should negotiate an increase in teacher supervision duties with an appropriate increase in remuneration to reflect the additional teacher workload. *(page 455)*
 48. Administrators should develop an enhanced hall presence program that ensures that adult supervision is visual during class breaks and during arrival and dismissal. *(page 455)*
 49. Teachers and Hall Monitors should be engaged in an active staff development program emphasizing conflict resolution, crisis intervention and self-esteem building in students within a racial, cultural, and gender sensitive framework. *(page 455)*
 50. The TDSB should provide crisis intervention training to all its teachers. *(page 455)*
 51. The TDSB should develop a code red procedure and staff team for all schools. The code red staff team would be trained to provide crisis management until paramedics, police or firefighters arrive. The procedure should be prepared with input from teachers' federations, parents, police, paramedics and firefighters. *(page 455)*
 52. The TDSB should increase the number of school safety monitors and ensure that school safety monitors have training, qualifications and remuneration in keeping with their counselling, educational and enforcement role. *(page 456)*
 53. The TDSB should allow the Toronto Fire Services and Toronto Public Health to conduct yearly inspections of all its schools, so as, to ensure that each school meets the standards proscribed by the Fire Code, the Electrical Code, and the Occupation Health and Safety Act. The TDSB should prominently display the Report by the Toronto Parent Network entitled, "A report by the Toronto Parent Network based on a review of the Toronto District School Board's Health and Safety Inspection Reports", on the TDSB's website until such time, as all schools comply with the aforementioned codes. *(page 459)*
 54. The Panel finds that selected TDSB schools in marginalized communities should be designated as community hubs. Community Hub schools will become the focus of the neighbourhoods that they serve. Local community organizations and groups will be encouraged to become part of the school community, in order to

facilitate a closer connection between the school and the students, the parents, and the community. *(page 459)*

55. The TDSB should train administrators and school councils in community development and outreach principles and strategies. *(page 459)*
56. The TDSB should restore the community outreach worker position. The Panel recommends that the community outreach worker gather, coordinate, and act as a clearinghouse concerning information about current programs and services provided by the existing community partners and schools. *(page 459)*
57. In order to facilitate in the building of community hubs, the TDSB should review the level of caretaking staff at each school to determine if there is sufficient staff to maintain the schools such that school can serve as a welcoming and positive environment for the community. *(page 459)*

3.06.04 Lack of Youth Activities

To the TDSB:

58. That a wide range of club programs and recreational activities be offered at each school and that the activities be equally distributed for males and females. *(page 462)*

3.06.05 Funding Formula

To the Ministry of Education:

59. The Ministry of Education should increase the benchmark costs for all components of the funding formula (the Foundations Grant, the Special Purpose Grant, and the Pupil Accommodation Grant) so as, to close the gap between funding provided, and actual costs of operations. *(page 468)*
60. The Panel recommends that the Ministry of Education, in consultation with school boards and other members of the education community, should develop mechanisms for annually reviewing and updating benchmarks in the funding formula and for conducting a more comprehensive overall review of the funding formula every five years. *(page 468)*
61. The Ministry of Education should increase the funding of the Demographic Component of the LOG to the level stipulated by the 1997 Expert Panel that studied the creation of the Learning Opportunities Grant - \$400 million (adjusted to reflect inflation). *(page 469)*

62. The Ministry of Education should “sweater” the Demographic Component of the Learning Opportunities Grant so that the funds received by the Board are used solely for providing programs to mitigate socio-economic factors affecting marginalized students. The new Demographic component should include a built-in accountability process mandating that school boards report annually on the programs and services funded by the grant, and on their effectiveness. *(page 471)*
63. The Ministry of Education should reconstitute the Local Priorities Amount as 5% of the Basic Amount of school boards’ Pupil Foundation Grant (updated as per above noted recommendation), and that boards apply the Local Priorities Amount to locally established priorities, programs, and services aimed at the continuous improvement of student learning and achievement with particular focus paid to at risk schools. *(page 472)*
64. The Ministry of Education should require school boards, through their Directors of Education, to consult with principals and school councils for the purposes of developing a plan for the use of the Local Priorities Amount, and to annually review the plans and report publicly to all stakeholders and to the Ministry on the results achieved through the implementation of the plans, in individual schools and in the district as a whole. *(page 472)*

3.06.06 Trustee Governance

To the Ministry of Education and TDSB:

65. The TDSB should develop a job description for all trustees. The job description should detail the distinction between policy decisions and school operational decisions. *(page 474)*
66. The TDSB design a code of conduct for trustees. The code of conduct should include, at minimum, the following prohibitions:
 - (a) Trustees are prohibited from involving themselves in matters of internal school discipline;
 - (b) Trustees are prohibited from engaging in operational decisions of any particular school;
 - (c) Trustees are prohibited from engaging in any conduct intended to embarrass or intimidate other trustees or staff of the TDSB;
 - (d) Trustees agree to respect the confidentiality of in-camera discussions in accordance with relevant statutes and Board policies; and,
 - (e) Individual Trustees are prohibited from acting in any way that usurps the authority of the Board of Trustees. *(page 475)*
67. Upon election, trustees should be obligated to complete a training course that details their job description and advises them of their obligations pursuant to the

code of conduct. During their term of office, trustees should receive refresher training every year. (page 476)

To the Ministry of Education:

68. The Ministry of Education should include in its funding formula adequate funding for the orientation and training of trustees. (page 476)

To the TDSB and the Ministry of Education:

69. The Chair of the TDSB should be paid a salary commensurate with the full-time nature of the position, the level of responsibility, and public expectations involved. (page 477)

To the TDSB:

70. The Director and Associate Director of the TDSB should be selected by means of a process that includes a broad range of community consultations around the qualifications, background and perspectives of potential candidates. (page 477)

3.06.07 Disciplinary Measures in Schools

To the TDSB:

71. TDSB should enact a formal policy advising administrators they are not to engage in the activities detailed above. The policy should explicitly state that Safe School Transfers are not to be used as an alternative to discipline and should only be used in exceptional circumstances. The policy should advise administrators that they are not to encourage police or the judiciary to impose conditions on a student that would require the student to be transferred from their home school. (page 485)

To the Ministry of Education:

72. The *Education Act* should be amended to provide statutory authority for a School Board to transfer a student from one school to another. The transfer provisions should only allow for a transfer in the following situation:
 - a. Where the student requests the transfer;
 - b. Where the student is subject to a principal's exclusion order pursuant to section 265(1)(m); or,
 - c. When a student is subject to interim release conditions that require a transfer and the administrator is of the opinion that the student poses a direct and real threat, physically or otherwise, to other students at the school.

If an administrator is not of the opinion that a student poses a direct and real threat, physically or otherwise, to other students at the school, then the legislation should obligate an administrator to contact a court liaison worker to assist the student in revising the interim release conditions. The legislation should include an appeal procedure as well as obligating school boards to provide programming to students prior to their transfer. (page 485)

To Stakeholders in the Criminal Justice System:

73. A Standing Education-Justice Committee, made up of high-level representatives from all Toronto school boards, Youth Court Judges, Youth Court Justices of the Peace, the Criminal Defense Bar, Crown Attorneys, the Toronto Police Service as well as a representative of a court liaison officer should be established. The committee should meet twice a year to analyze and take action on issues relevant to the interplay between youth education and the criminal justice system, including the issue of Safe School Transfers. The committee should meet within 60 days of the date of this report. (page 486)

To the Toronto Police Service:

74. The Toronto Police Service should create a position of Staff Superintendent – Executive School Safety, with the responsibility for liaising and working with the Toronto Police Service with respect to policing issues that affect students. (page 486)

To the TDSB:

75. The TDSB should offer A2S, the Support Program for Expelled Students and Strict Discipline School programs (or the equivalent after Bill 212 comes into force) for all Safe School Transfers irrespective of whether the interim conditions requiring the transfer were a result of conduct that occurred on or off school property. (page 487)
76. All schools should set up a Safe School Transfer Team that would meet prior to receiving a Safe School Transfer to determine the needs of the students. The Safe School Transfer team should include the administration of the school, the head guidance counselor, school social worker, youth counselor, or Child and Youth Worker (“CYW”). Parents of the students should be invited to a safe school transfer team meeting so as to assist in developing a plan for addressing the needs of the students. The needs of the student will include determining whether the student requires alternative education programming and/or access to a social worker, psychologist, and/or psychiatrist. (page 488)
77. Where a safe school transfer is required, the transferred student, prior to attending classes, should be placed into an orientation program, so as, to better acclimatize the student to the new surroundings. This orientation program should include

explaining the rules of the school to the student and discussing with the student the plan developed by the safe school transfer team. (page 488)

To Stakeholders in the Criminal Justice System:

78. When considering whether to release a young person who has been charged with a criminal offence, police officers, Justices of the Peace and Judges should consider the impact that the proposed conditions, such as “no-contact with co-accused”, will have on the young person’s education. Conditions that have the effect of impairing a student’s ability to attend school should be avoided unless they are necessary in the public interest. A condition that requires a student to be removed from their home school should only be imposed in extreme circumstances, where the student poses a direct and real threat, physical or otherwise, to other students at the school. (page 489)

To the Federal Department of Justice:

79. The Federal Department of Justice should study the feasibility and advisability of creating judicial interim release provisions specific to the *Youth Criminal Justice Act*, which would require a court to consider the impact that the decision may have on a young person’s access to education. (page 489)

To Stakeholders in the Criminal Justice System:

80. There should be education provided to Crown Attorneys, Justices of the Peace, and Judges to inform them regarding the impact of the criminal justice system, including judicial interim release and sentencing dispositions, on access to education. (page 489)

To the TDSB:

81. Where a student is required to transfer schools because of conditions imposed by a police undertaking or judicial interim release, the administrator at the home school should determine whether a transfer is in the best interest of the student. The principal should start from the presumption that a transfer is not beneficial to the student. Where it is determined that a student should not be transferred, the administrator should contact the TDSB court liaison officer to assist the student in varying the police undertaking or judicial interim release conditions, as soon as possible. (page 490)
82. The TDSB should allocate at least one court liaison officer for each of the three Toronto youth courts. The role of the court liaison officers should be expanded beyond issues of judicial interim release to restorative justice. (page 490)

83. The Panel recommends that Board Policies be amended to provide that where a school has a suspension rate of 10% or higher, the Superintendent responsible for the school must report the school to the “Well-Being and Equity Department” (see recommendations 112-113). Working in concert with the Superintendent, and the Administrators, the Well-Being and Equity Department is to conduct a Needs Assessment and provide the school with an integrated multi-disciplinary support team to assist in addressing whatever health issues may present themselves in respect of the school environment. The support team will consider whether it is necessary to conduct anonymous student and teacher surveys to identify safety concerns at the school. *(page 499)*
84. Once a student has been suspended, a student’s guidance counsellor should be responsible for ensuring that the student receives his or her school work during the suspension. If the student has entered an A2S site, then the teacher at the A2S site should liaison with the guidance counsellor. *(page 500)*
85. The Panel recommends that upon a student’s second suspension, a multi-disciplinary team of administrators, social workers, teachers, CYC, and CYW should meet with the student and his or her parent(s) to determine whether the student requires alternative education measures and/or counselling. For students, who habitually misbehave, the multi-disciplinary team should consider whether the student should be placed in an A2S site for a full semester or longer depending on the needs of the student and their progress in the alternative education program. *(page 500)*
86. After February 1, 2008, the TDSB, upon a decision to expel a student, should refer the student to a Support Program for Expelled Students site for a transitional period prior to returning to a non-Support Program for Expelled Students site. *(page 504)*
87. The TDSB should enact a policy prohibiting principals and teachers from sending children home as a form of punishment. *(page 505)*

3.06.08 Detection and Deterrence

To the TDSB:

88. The Toronto District School Board should take immediate steps to ensure that adequate security measures are employed to ensure all potential storage areas for weapons (including lockers) are the subject of regular non-intrusive searches, including consideration being given to the random usage of TDSB-owned canine units that specialize in firearms detection. The manner of selection of schools must be random and must be based on express policy input from the equity experts from the TDSB. *(page 512)*

89. All Toronto District School Board school doors, apart from the front door, should be locked from the outside. Entry and exit from the school doors should be monitored by an adult, at all times, that the school is in use. *(page 513)*
90. The Toronto District School Board should amend “Policy P.042 SCH: Appropriate Dress” such that school uniforms are presumed unless School Councils opt out. School uniforms should comply with the Ontario Human Rights Code and should be affordable. The Toronto District School Board should have an easily accessible program for subsidizing the cost of school uniforms, where necessary. *(page 514)*
91. All Toronto District School Board secondary schools should implement a student identification card (“lanyards”) system. Students should be required to wear identification cards around their necks for the purposes of quickly identifying students and intruders. *(page 515)*

To the Toronto Police Service:

92. The Toronto Police Service should ensure that its data recording system can categorize incidents by school name to allow for ease of extraction and analysis of trends at individual schools. *(page 516)*

3.06.09 Support Services for Student Success

To the TDSB:

93. Schools with high suspension/expulsion rates, high drop-out rates, high absenteeism rates and a high number of grade nine students who have achieved less than 7 credits, should be staffed with a full time social worker, a full time child and youth worker (“CYW”) and a full time child and youth counsellor (“CYC”). *(page 521)*
94. The TDSB should hire 20 new full-time social workers. *(page 521)*
95. The 20 new full-time social workers should be dedicated to high priority schools determined by the Board based on criteria that includes drop-out rates, high absenteeism, suspension/expulsion data, LOI ranking and number of Safety Incident Reports. *(page 521)*
96. The Panel recommends that the 20 new full-time social workers dedicated to high priority schools should not be assigned to more than 2 schools each. *(page 521)*
97. The TDSB should hire 20 additional child and youth counsellors. *(page 521)*

98. The 20 youth counsellors should be dedicated to high priority schools determined by the Board based on criteria that includes drop-out rates, high absenteeism, suspension/expulsion data, LOI ranking, and number of Safety Incident Reports.
(page 521)
99. The Panel recommends that the 20 additional youth counsellors dedicated to high priority schools should not be assigned to more than 2 schools each. (page 521)
100. The Panel recommends that the TDSB should hire 24 additional attendance counsellors to meet the needs created by the mandatory learning to 18 provisions of Bill 52.
(page 523)

3.07.02 Aboriginal Education at the TDSB

To the TDSB:

101. The Toronto District School Board should ensure that all students and parents are informed that the Board offers Native Language instruction as an alternative to French, and that all students who wish to enroll in Native Language education have the right to transportation to the closest school that offers that course of instruction.
(page 527)

3.07.03 First Nations School of Toronto

To the Ontario College of Teachers:

102. The Ontario College of Teachers should require faculties of education to enhance the knowledge and skills of teacher candidates and teachers in the field to better prepare them to work with Aboriginal students.
(page 530)
103. The Ontario College of Teachers should develop a Native Counsellors Qualification Program.
(page 530)

To the TDSB:

104. The Toronto District School Board should work with the Ontario College of Teachers towards providing full-time Native Counsellors in all elementary and secondary schools that have a five percent or greater Aboriginal student population, within two years.
(page 530)
105. The Board should immediately recruit, from external sources, a full-time Family and Youth Counsellor, with expertise in serving the Aboriginal community, to co-ordinate and provide culturally sensitive, healing, counseling and support to the students and families of the First Nations School of Toronto. Preference should be given to Aboriginal candidates.
(page 531)

106. The Toronto District School Board should fund a Vice-Principal position to be assigned to the First Nations School of Toronto. The new Vice-Principal position should have responsibility for curriculum and student academic success, and should have knowledge of, and sensitivity to Aboriginal issues, with a preference given to Aboriginal candidates. *(page 531)*

3.07.04 Disciplinary Measures and Aboriginal Justice at the First Nations School of Toronto

To the TDSB:

107. The Toronto District School Board should immediately hire an external consulting agency to examine the needs of the students at the First Nations School and to develop an Aboriginal-specific conflict resolution and restorative justice program for the school. The external consulting agency should be a community Aboriginal agency with expertise and experience providing culturally appropriate conflict resolution programming for young Aboriginal people. *(page 536)*
108. The Toronto District School Board should move the First Nations School of Toronto into its own building, so that it need not share space with another school. *(page 536)*

3.07.05 Oversight of Aboriginal Education in the TDSB

To the TDSB:

109. The Toronto District School Board should establish the position of “Central Principal - Aboriginal Education” as a permanent position and should provide a budget sufficient to allow the Principal to develop curriculum and programming initiatives and to liaise with community Aboriginal agencies. *(page 537)*

To the Ministry of Education:

110. The Ontario Ministry of Education should “sweater” all funding allocated for Aboriginal education initiatives. *(page 538)*

3.08.06 Reuniting Safety with Equity – The Well-Being and Equity Department

To the TDSB:

111. The Panel recommends the dismantling of the “Safe School Culture” and the removal of the “Safe Schools” moniker from all of its policies and department designations. It is imperative that the TDSB send the clear message to affected

communities that the vestiges of the past, in the form of safe school/zero tolerance initiatives have been truly abandoned. *(page 545)*

112. The Panel recommends that the personnel who staff the current Safe and Caring Schools Department be part of a new department known as the Well-Being and Equity Department. This Well-Being and Equity Department will represent a partnership with the current equity team at the Board. The purpose of this reorganization is to ensure that equity considerations properly infuse all of the Board's decision making concerning the discipline and safety of students. The Well-Being and Equity Department would combine the expertise of both the Board's Safe Schools and Equity personnel, and would constitute an institutional recognition of the relationship between safety and equity. The Panel recommends that the organization of the Well-Being and Equity Department be in accordance with the proposed organizational chart as set out in the Final Report [see Appendix "G"]. *(page 546)*
113. In order to fulfill the mandate envisioned by the herein recommendations, it is essential that the Well-Being and Equity Department be understood as a partnership between safety and equity. Accordingly, the Panel recommends that steps be taken by the Board to reunite the various equity specialists in the Board with a view to reinventing the Equity team in a fashion that it is capable of fulfilling the mandate contemplated for the Well-Being and Equity Department. *(page 546)*
114. The TDSB should publish an annual report setting out its progress in implementing the Equity Foundation Statement with reference to the Action Plan, and the results of its Equity auditing procedure. *(page 546)*
115. The Board's Equity personnel be charged with the responsibility of identifying best practices that emerge at the school and district level, and disseminating them throughout the Board. The Board should dedicate sufficient resources, including human resources, to ensure that it takes full advantage of the initiative and expertise of its staff, who implement equity at the local level. *(page 546)*
116. The TDSB should ensure that all schools have a School Equity Committee made up of staff, students, parents/guardians, and community representatives. This committee will develop an equity focus of school improvement planning and identify the policies and practices that act as barriers to inclusion. *(page 546)*
117. The TDSB should recognize and support the development of a professional association of African-Canadian educators. The purpose of the association would be to promote opportunities for professional development, mentoring and networking, and career counselling and support. *(page 546)*
118. The TDSB should establish a separate office for concerns and issues about Safe Schools (and other areas of community interaction) during the transition period to

more preventative measures, in the form of an ‘Ombudsperson Office’. The Ombudsperson Office should have staff funded by the TDSB, but who report directly to the Chair’s Committee of the Board of Trustees. It will be the mandate of this office to vet complaints and advocate on behalf of students and their families. There should be an assessment of this office after two years. (page 547)

3.09 Provincial Advocate for Children and Youth

To the Provincial Advocate for Children and Youth:

119. The Provincial Advocate for Children and Youth should conduct a “systemic review” (as defined in the *Provincial Advocate for Children and Youth Act, 2007*) of the First Nations School of Toronto, to provide an independent voice for its students, to elevate their voice and to provide a vehicle for concerns to be brought forward to the Legislature of Ontario. This systemic review should be done in collaboration with Aboriginal community-based agencies providing programs for Aboriginal students and youth. (page 548)
120. The Provincial Advocate for Children and Youth should conduct a “systemic review” (as defined in the *Provincial Advocate for Children and Youth Act, 2007*) of Westview Centennial Secondary School, to provide an independent voice for Westview students, to elevate their voice and to provide a vehicle for concerns to be brought forward to the Legislature of Ontario. This systemic review should be done in collaboration with community-based agencies providing programs to students and youth in the neighbourhood surrounding the school. (page 549)
121. The Provincial Advocate for Children and Youth and the Implementation Task Force should work together to propose regulatory changes to the *Provincial Advocate for Children and Youth Act, 2007* that would extend advocacy services to the education sector, for children and youth who already have a right of access to advocacy services pursuant to paragraphs for 15 (a) – (e) of the *Provincial Advocate for Children and Youth Act, 2007*. (page 549)

To the Education System:

122. Schools boards, legislators and, educators need to develop mechanisms to enhance and encourage meaningful participation of children and youth in the creation and maintenance of a safe school environment and to elevate the voice of children and youth in the school in accordance with Article 12 of the U.N. Convention on the Rights of the Child. (page 549)

To the Minister of Education:

123. The Ontario Minister of Education should strike an independent Implementation Task Force to respond to the recommendations of this report, to oversee their implementation and to, where appropriate, apply the principles and

recommendations Province-wide. The implementation group will report quarterly to the Minister of Education. The independent Task Force shall be comprised of the following membership:

- (a) Chair: Professor Judith Finlay;
- (b) Member: Current Provincial Advocate for Children and Youth, Agnes Samler;
- (c) The remaining membership to reflect a broad section of respected community members and youth academics. (page 550)

3.10 The Need for a Coordinating Body

To the Provincial Minister of Education, the Honourable Mayor for the City of Toronto and the Chair and members of the Interdivisional Committee on Integrated Responses to Priority Neighbourhoods, :

124. The Panel recommends that an effective inter-agency body, including representatives from the TDSB and other school boards, the City of Toronto, the Toronto Police Service, the United Way of Greater Toronto, Toronto Community Housing Corporation and the Province of Ontario, be instituted to coordinate the institutional response to marginalized youth and communities. The representatives to the inter-agency body should be the institutional heads or their designates, to ensure that it is invested with full decision-making authority for member agencies. The inter-agency body would have line authority to make decisions binding on its member agencies. The Panel recognizes that the Interdivisional Committee on Integrated Responses to Priority Neighbourhoods was intended to satisfy a coordination function. The Panel recommends that this Committee be re-invented, such that the membership is streamlined and its powers to allocate resources enhanced. (page 553)
125. The Panel recommends that the inter-agency body develop a Strategic Plan, along with measurable goals, accountabilities and timetables. The Panel is of the view that this Plan can be developed through a review of existing reports, studies and past consultation processes, as opposed to a fresh round of community consultations. If additional public consultations are considered advisable, the Panel urges that any such consultation not delay immediate and necessary action. (page 553)

To the TDSB:

126. The Panel recommends that principals who accept positions at schools in priority communities (municipally defined) do so on the basis that the position involves, at minimum, a five year commitment to remain in the position. Such commitment is subject to the ongoing discretion of the Board on the appropriateness of the administrator's assignment. (page 557)

THE ROAD TO HEALTH: A FINAL REPORT **ON SCHOOL SAFETY**

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SCHOOL
COMMUNITY
SAFETY
ADVISORY
PANEL

Julian N. Falconer, B.A., L.L.B.

Chair

Peggy Edwards, M.S.W.

Member

Linda MacKinnon, M.Ed., B.Ed.

Member

3701 Chesswood Drive

Suite 326

Toronto, Ontario

Canada

M3J 2P6

Tel: (416) 338-4212

Fax: (416) 631-7231

Website: www.schoolsafetypanel.com

January 4, 2008

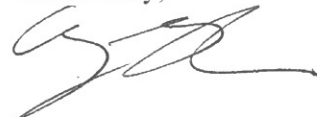
Ms. Gerry Connelly
Director
Toronto District School Board
5050 Yonge Street
Toronto, Ontario
M2N 5N8

Dear Director Connelly:

Re: School Community Safety Advisory Panel

We are pleased to submit to you the School Community Safety Advisory Panel's final report, in four volumes, entitled *The Road to Health: A Final Report on School Safety*.

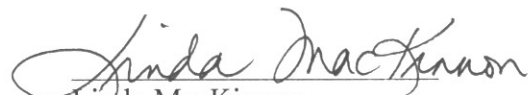
Yours truly,



Julian N. Falconer
Chair



Peggy Edwards
Member



Linda MacKinnon
Member

SCHOOL COMMUNITY SAFETY ADVISORY PANEL

Acknowledgements

To the family of Jordan Manners, the School Community Safety Advisory Panel expresses its deepest sympathies on the tragic and violent loss of a young life. No loss can be greater to a family than one of its youngest members.

To the students who spoke to the Panel or completed a survey, we extend our appreciation for your honesty and candour about school life. You are the first and foremost among the consultees.

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To the parents and guardians, School Councils and community agencies, we could not have done our job without your input.

To the Trustees of the Toronto District School Board, thank you for being vigorous in your advocacy for students and youth through public service. The Panel wishes to particularly thank the Trustee Liaison Committee, and in particular Trustee Sheila Ward (former Chair), Trustee Stephnie Payne, Trustee Cathy Dandy, and Trustee Mari Rutka for their active support and liaison with the Panel.

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SCHOOL COMMUNITY SAFETY ADVISORY PANEL

THE TEAM

The Panel

Panel Chair: **JULIAN N. FALCONER, B.A., LL.B**

Panel Member: **PEGGY EDWARDS – B.A./B.S.W., M.S.W.**

Panel Member: **LINDA MacKINNON – M.Ed., B.Ed.**

Panel Support

Julian Roy (LL.B.), Senior Advisor and Witness Consultation Manager (Falconer Charney LLP)

Dr. Scot Wortley (Ph.D), Chief Academic (Associate Professor, University of Toronto, Centre of Criminology) (See Appendix P for short biography)

Paul B. Schabas (LL.B.), Outside Counsel to the Panel (Blake, Cassels & Graydon LLP)

Sunil Mathai (LL.B), Research and Drafting Support (Falconer Charney LLP)

Jackie Esmonde (LL.B., M.A.), Research and Drafting Support (Falconer Charney LLP)

Dania Majid (LL.B.), Research and Drafting Support

Andrea McCalla (Ph.D. Candidate), Academic Team (University of Toronto, Centre of Criminology)

Zachary Levinsky (Ph.D. Candidate), Academic Team (University of Toronto, Centre of Criminology)

Stephanie Turcotte (M.A.), Academic Team (University of Toronto, Centre of Criminology)

George Argyropoulos, Support Staff (Falconer Charney LLP)

Amy Chow, Support Staff (Falconer Charney LLP)

Odi Dashesambuu, Support Staff (Falconer Charney LLP)

Pat Muscat, Support Staff (Falconer Charney LLP)

Sandy Palhinha, Support Staff (Full-Time SCSAP Staff)

External Consultants:

Zanana Akande (Retired Principal & Consultant, Former Provincial Cabinet Minister, Community Advocate)

Suzan E. Fraser (LL.B., Fraser Advocacy)

Roger Rowe (LL.B., Roger Rowe Law Offices)

Volunteers:

Nesta Blake (Early Years Supervisor) and staff and volunteers at the Jane/Finch Community and Family Centre.

Marie Blanchard (Retired Literacy Teacher), Proofreading

Maurice Stephens, Graphics Design and Layout

Sandra Taylor, Photographer

THE ROAD TO HEALTH: A FINAL REPORT ON SCHOOL SAFETY

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CHAPTER 1: INTRODUCTION

The approach the School Community Safety Advisory Panel (the “Panel”) has taken to this review is a broad one. The underlying premise to the Panel’s work is that “school safety” is synonymous with “school health”. Put simply, the Panel has concluded that addressing issues of safety in schools under the jurisdiction of the Toronto District School Board (the “TDSB” or the “Board”) is inextricably tied into addressing the question of the health of the school environment. If a healthy learning environment is achieved then schools will be safe. Conversely, where safety issues have become a serious concern, there are clear indications of ill health. It follows, therefore that issues of safety of the school community involve considerations of more than the narrow questions about security measures, building security and discipline. Indeed, it is one of the operating theses of this Report that an overly narrow approach to safety has historically characterized this area and is one of the barriers to substantial progress.

It is essential that safety in the TDSB schools improve. There is a community-wide crisis of confidence in the ability of the TDSB to ensure violence-free and weapons-free environments in all of its schools. There is no prospect of effectively addressing these legitimate concerns unless a multi-faceted approach is taken to this very complex problem.

Time and again, the Panel has been treated to the mantra that “this is not just a school problem; this requires a coordinated effort by all the relevant arms of government and community agencies”. The Panel agrees. To this end, the recommendations in this Report do not confine themselves to simply the TDSB. To do so would fail to do justice to the breadth and complexity of the problems inherent in addressing the health of the TDSB school system.¹

The TDSB has made significant achievements in the area of curriculum and boasts a prestigious record in its ability to maintain academic standards amongst engaged youth. However, the crisis of confidence that hangs over the TDSB relates to the Board’s inability, thus far, to successfully address the needs of the more marginalized youth who are not engaged and who are not succeeding academically.² It is, of course, a sad reality that these are the students who also represent the greatest safety concern as they are the students whose socio-psychological health needs remain unaddressed.

¹ No doubt in recognition of the constellation of issues involved, the Director of the TDSB has, in written advice to the Panel, confirmed her support for recommendations being directed, where appropriate, to other agencies and levels of government that the Panel may identify.

² During a Panel consultation with Ms. Barbara Thompson of the Black Youth Help Line (August 16, 2007), the term “complex-needs youth” was introduced by her as a descriptor for the subject youth. Throughout this Report, the Panel uses the terms “marginalized youth” and “complex-needs youth” as appropriate. These terms are used instead of “high-risk” or “at-risk”. These latter expressions suggest that, among other things, the youth at issue are in “risk” positions. Reality tells us that a number of these youth are well beyond the stage of risk, they are ongoing casualties whether one has regard to neglect born of racism, poverty or interactions with the justice system. The Panel utilizes the term “marginalized youth” to highlight the class, racial and achievement gaps these youth face. The term “complex-needs youth” is meant to identify a broader class and, in addition to marginalized youth, captures those students who may suffer disengagement and alienation due to other unique challenges that may not typically attach to marginalized youth.

The shift in thinking that is required at both the TDSB and the Ministry of Education involves the recognition that, among other things, it is simply not enough to be accomplished in teaching curriculum. Matters going beyond academics must be overcome in order to address the fundamental needs of youth who come to school unable to learn because of their challenging lives outside of school.

The real change that is essential to making headway on issues of safety involves abandoning the failed philosophy of addressing safety through discipline/enforcement mechanisms. It does not work. While there will always be a place for discipline in identifying standards of behaviour, the reality that has thus far not been accepted in the system is that **marginalized youth cannot be punished/suspended into becoming engaged**. Resort to mass suspensions and other forms of conventional discipline for youth whose hope has faltered does not work. Louis March, Communications Director for the African Canadian Heritage Association expressed to the Panel what he hears daily: **“It is easier to get a gun than to get a job”**.³

Hope needs to be restored through programs and initiatives that create prospects for success for youth who are currently on the outside looking in. In the words of Peter Rosenthal, legal counsel and social justice advocate, “let’s make it easier to get the job”. Tied to this imperative is the need to recognize that when we speak of “a job”, as in the case of anyone else, it is symbolic of more than just employment. It is about access to opportunities, the creation of career aspirations and the fulfilment of life long ambitions. It is about dignity and self-respect. These goals are not easily attainable for non-marginalized youth, these goals are simply unattainable for the City’s marginalized youth.

Schools will inevitably mirror the communities they serve. In a large urban setting such as Toronto, these communities are not hermetically sealed and schools across the city have a wide range of students from all walks of life. This necessarily means that the ills that our communities face outside the schools will and have made their way into the schools. There are guns in the schools and they are in non-trivial numbers in select schools across the city. Sexual assaults have also increased in numbers across the city. There are no “quick fix” solutions. Preventive measures aimed at encouraging youth to make better choices is the way to safety.

The punitive approach that preached resort to mass suspensions and other forms of conventional discipline for complex-needs youth reached its zenith with the zero tolerance philosophy that dominated the early years of the *Safe Schools Act* amendments enacted in 2002. Youth were suspended and expelled in “droves”. The Panel refers to this enforcement style for responding to troubled youth as the “Safe Schools Culture”.

The Panel accepts that the Safe Schools Culture has deeply hurt this City’s most disenfranchised. The devastating effect that this style of discipline had (and continues to

³ Consultations with the Coalition of African Canadian Organizations dated August 16, 2007

have) on marginalized communities is borne out by its lasting and ongoing effects. Spectres of “zero tolerance” policies continue to hang over the Safe Schools department (now called the Safe and Caring Schools Department). While the department has attempted to distance itself from the original Safe Schools Culture, the vestiges of TDSB’s recent past are not so easily shed.

The Safe School Culture preaches a theory that complex-needs youth should be “treated the same” as all other youth. Predictably, this “one size fits all” approach results in those unable to “make the grade” being pushed out of the schools on to the streets of our communities. The government of the day (Conservative Government under Premier Mike Harris) had been elected (twice) on a platform which had the dismantling of major social supports as a major objective. The impact was, in effect, to push youth out of the schools into a setting where essential supports had been removed. Consultees, such as Dr. Akua Benjamin, refer to this resulting generation of youth as the “walking wounded” for whom hope and pride have been replaced by alienation and radicalization.⁴

Did the Safe School Culture succeed in making schools violence-free and weapons-free environments? The answer is a resounding NO! The Panel’s sobering findings with respect to youth victimization in a wide array of TDSB schools across the city speak for themselves (see Appendix “D”).

The Panel maintains that charting a new direction for safety in TDSB schools means charting a new direction for how the Board responds to complex-needs youth. It is about recognizing that “treating everyone the same” does not work when the starting points for youth can be so different. By way of simple example, if a thirteen year old comes to school hungry and sleep-deprived because of the personal crisis that may be his or her reality due to challenges at home, how do we justify holding that youth to the same standard of behaviour and education as a well nourished student who comes from a nurturing and attentive environment?

While the TDSB did not create poverty, racism, sexism or classism, it has the power and opportunity to shelter youth from its harshest effects. The Panel relies on the philosophy engendered in the notion of “equity” which has, as its most fundamental tenet, the recognition that people’s differences are to be recognized and accounted for with a view to creating inclusive environments that do not push people out.

The fundamental challenge for the TDSB involves identifying and employing key strategies aimed at re-engaging youth. As simple as this statement is to make, the TDSB (along with many other agencies in the Province of Ontario) has been wholly unsuccessful at meeting the challenge. Key elements to any successful strategy will be initiatives aimed at inclusion. In other words, the TDSB cannot hope to re-engage youth if its programs and initiatives are not geared towards accommodating their unique

⁴ Consultation with “The Ashanti Room Supporters of Equity for Charis Newton-Thompson and Safety for all in Schools” on July 25, 2007.

circumstances. Youth who come to school unable to learn because of their challenging lives outside of school have needs that must be addressed through social services supports as well as inclusive curriculum aimed at their realities. Zanana Akande, former cabinet minister, retired educator and community advocate, put it best: “it is absurd to preach course credit accumulation and delayed gratification to youth who have no hope of ever seeing the career opportunities we are trying to sell.”

Strategies geared to inclusion involve adopting approaches and programs meant to recognize and acknowledge the diversity of the student population. These are the foundational principles upon which equity initiatives are built. That is, one size does not fit all. The Tory Government of the late 1990’s deliberately embarked on a course designed to net out “equity” from the equation. Education was no exception and, indeed, the original *Safe Schools Act* and the impact it had on marginalized youth, particularly African Canadian youth, is a stark example of the fall-out from this Government policy.

The view that the Safe School Culture ought to be abandoned in favour of a new approach that involves infusing equity into youth management has spawned the Panel’s recommendation for a new department known as the “Well-Being and Equity Department”. Essential to the function of this department is the notion of “partnering up” the former Safe Schools Department with a revitalized Equity team in order to ensure that, among other things, there will be no discipline without equity. This is a huge leap forward to ensure that the message to our most marginalized community is that the TDSB has not only listened but has heard the pleas to put an end to the Safe Schools culture.

1.01: The Panel’s Terms of Reference

It is convenient at the outset of this Report to explain how the School Community Safety Advisory Panel interprets its Terms of Reference. The Terms of Reference direct the Panel to, among other things:

“make findings and recommendations to the Director of the Toronto District School Board... with respect to ... (2.) Factors influencing the ability of C.W. Jefferys in particular, and of the **Toronto District School Boards School in general** to maintain student order and discipline. (3.) **Improving practices in TDSB schools with regards to prevention, school supervision, discipline and security which will create a positive, safe and welcoming school environment.**” (emphasis added)

The conclusion of the Terms of Reference provides as follows:

“the Panel may make such other enquires and consultations **it deems necessary to achieve its objects**, including but not limited to: Community agencies and advocacy groups, Trustees, School Board administration, Unions and employee groups.” (emphasis added)

Adopting a purposive approach to the Terms of Reference, it is apparent that the Panel was expected to make “findings and recommendations” with respect to systemic issues impacting on “schools in general”. These practices are expressly not limited to “student order and discipline” but include practices “with regards to prevention” towards the goal of ensuring “a positive, safe and welcoming school environment”. In an amendment letter dated July 6, 2007, Director Connelly requested a particularization of the Panel’s work to include specific safety concerns in terms of the vulnerability of racialized female students to acts of exploitation and violence. Accordingly, the Panel has specifically devoted a portion of this Report to the issue of gender-based violence.

1.02: The Panel’s Work and Methodology

The Panel’s work proceeded on the basis of a school-specific review followed by a broader systemic phase. The review commenced at the high school where the tragedy of Jordan Manners’ death occurred, C.W. Jefferys Collegiate Institute. The review expanded to Westview Centennial Secondary School, given the extent of community concerns raised about the school and the decision of the TDSB to expand the mandate of the Panel.

The Panel adopted a two-dimensional approach to its consultation process, gathering perspectives from within the schools and from the wider school community. The Panel conducted consultations of administrators, students, teachers and staff at both schools. The Panel met with a group of Westview students in the school-based Caring Village “Promoting Excellence Program” and with two focus groups of Westview students in community centres. The Panel also met in community centres with groups of students and parents. In addition, the Panel hosted a two-day public consultation process at C.W. Jefferys and a dialogue with community-based organizations serving the C.W. Jefferys and Westview school community.

The consultations were, for the most part, carried out according to a standardized format. At least one Panel member conducted the consultation, though often two, if not all three, Panel members attended. A note-taker also attended (Panel staff) and, if there was no objection, the consultation was audio recorded utilizing a dictaphone-style small digital recorder.

The consultees were presented with the Panel’s Terms of Reference and an updated list of Panel consultations (accessed from the Panel website, www.schoolsafetypanel.com) along with a brief explanation by the Panel member as to the documents. The consultees were then invited to make a presentation if they so desired. This was followed by questions by the Panel members which led to discursive exchanges designed to probe the issues. Consultations generally lasted one to two hours, if not longer, depending on the size of the delegation attending for the consultation.

Consultees were presented with choices on location of the consultation. In the case of the school specific consultations, the Panel attended at both C.W. Jefferys and Westview over a course of days and met with consultees in office space set aside for the Panel’s

work. Consultees were given the option of off-site meetings at the Panel offices located at 3701 Chesswood Avenue (Toronto). Consultations during the systemic phase were held in a variety of locations depending on the convenience and resources of the consultees as well as the perceived benefits of Panel members visiting a particular location. These included the Panel offices, other schools of interest, community centres, TDSB offices at 5050 Yonge Street (Toronto) and other locations of community agencies.

Consultees chose the number of persons in their delegation. It may involve one individual or it may involve five to ten individuals representing a range of agencies and/or interest groups. Confidentiality was offered for all students and, if sought, was offered to all others attending on an individual basis. Group consultations were presumptively not confidential. All agreements as to confidentiality were subject to the express qualification (communicated to the consultees) that the assurance was not absolute and while efforts would be made to protect confidentiality, Court processes such as subpoenas and other Court orders could override the confidentiality.

To the extent that a specific set of circumstances was being examined by the Panel, documentary production, as well as summaries of issues of concern, were provided to each of the consultees in advance of the consultation. There were those consultees (generally administrative teams and/or senior TDSB staff) who chose to attend with legal counsel. This was the case with respect to the administrators' team from C.W. Jefferys that were in place in May 2007 and the administrators' team (with one exception) currently in place at Westview. Similarly, the Superintendent of Northwest 2 and the Systems Superintendent in charge of Safe and Caring Schools also met with the Panel with counsel present.

Through the expertise of Professor Scot Wortley, Chief Academic with the Panel, extensive surveys of students and staff at both C.W. Jefferys and Westview. Copies of the blank surveys distributed to students and staff at C.W. Jefferys and Westview are attached as appendices to this Report (see Appendices "K" to "N"). The specific survey methodologies are explained in detail as part of the survey sections in this Report.

The Panel worked extensively with TDSB staff in order to access relevant Board records, policies and other documentation essential for the Panel's work. For example (but not exclusively), extensive hours were spent with representatives of the Safe and Caring Schools Department accessing various forms of data collected from schools and receiving and interpreting the myriad of policies and other records kept by the TDSB on issues of safety. Throughout, the Director of the TDSB was represented by TDSB in-house counsel who served as a primary (not exclusive) contact for the Panel.

As the review entered the systemic phase, the Panel conducted site visits at several other schools in and outside of Northwest 2. During these visits, the Panel would inspect the physical premises of the school and meet with focus groups of administrators, teachers, support staff and students. Lastly, the Panel consulted with various individuals representing a wide array of schools across the TDSB. While the Panel did not engage in

site visits of these schools, consultees would share with the Panel members the perspectives they had gained from their experiences at their schools. A full list of these schools can be found in the Panel’s list of consultations (Appendix “C”).

The Panel has operated on the central premise that the evolution of safety issues in TDSB schools is best understood through analysis of the history of the Board’s efforts to respond to and manage its most marginalized and/or complex-needs youth. While limitations on time and resources meant that the Panel could not conduct intensive reviews at schools across the TDSB, the Panel’s conclusions and recommendations have applicability in any school (particularly secondary schools) where the diverse student body includes a significant population of marginalized and/or complex-needs youth. This is particularly important in light of the reality that schools quite properly represent a wide range of students from diverse cultural and socioeconomic backgrounds.

Finally, the Panel benefitted from access to a talented and diverse research team. The Panel’s Chief Academic, Professor Scot Wortley of the University of Toronto, along with his supporting team of graduate students have provided a rich contribution by way of academic research as well as the important survey work conducted. Director Connelly’s request that the Panel particularize its mandate to include the issue of the vulnerability of racialized students to exploitation and violence led to the creation of a gender-based violence research team consisting of Dania Majid and Jackie Esmonde. Their work, in terms of its breadth of research and diversity of consultation, has enabled the Panel to make key recommendations in the face of the growing prevalence of sexual assaults in TDSB schools across the city. General research and drafting support for the Report was provided by Julian Roy (also the Panel consultations manager) and Sunil Mathai (along with Ms. Majid and Ms. Esmonde) who rounded out the research team.

Finally, a select few consultants provided important perspectives and/or access to key community stakeholders without whom the Panel’s work would have been incomplete. These consultants include Roger Rowe, Suzan Fraser and Zanana Akande.

1.03: Overview of the Report

We begin this Report with an overview of the most significant historical events affecting educational policy in Toronto over the past 15 years. The education system has been in a state of considerable flux. Early attempts to ensure that equity was an integral part of the education system were thwarted by deep cuts to education budgets. Amalgamation led to the creation of a large and unwieldy school board, mired in its own bureaucracy. Policy approaches to school discipline have swung from the extreme of “zero tolerance” and the *Safe Schools Act* to a hesitancy to suspend students, following the settlement of human rights complaints with the Ontario Human Rights Commission. This historical context is important for understanding the current functioning of the Toronto District School Board.

Chapter Three contains the heart of the Report, including the Panel’s diagnosis of the current health status of the TDSB and our prescriptions for change. We begin our

assessment with C.W. Jefferys Collegiate Institute (“C.W. Jefferys”) and an overview of events on the day of Jordan Manners’ death. In order to assess the key safety and discipline issues facing students and staff at C.W. Jefferys, including those issues that may have contributed to Jordan’s death, the Panel conducted extensive survey work. In Section 3.02, we report on the results of the student and teacher surveys.⁵ The results suggest that while most C.W. Jefferys students feel safe at their school, students are concerned by disorder in the hallways, students disrespect their teachers, racism and the presence of weapons, drug dealing and gangs within the school. The surveys found that C.W. Jefferys teachers feel that discipline at the school is too lenient, leading to a corresponding deterioration in school safety.

A significant proportion of the students who participated in the survey have been the victims of threats, physical assaults, theft, sexual assaults, gun threats and other types of crime. Two safety issues revealed by the survey particularly concern the Panel: firearms and sexual assaults in the school. Twelve percent of students reported that someone pointed a gun at them at school in the past two years. 18.7 percent of female respondents reported that they had been sexually assaulted at school within the past two years.

During the Panel’s initial work with respect to C.W. Jefferys, Westview Centennial Secondary School (“Westview”) was raised as a concern from many quarters, including youth, parents, community agencies, residents of the Jane-Finch area and TDSB staff. Given the seriousness of some of the concerns that were expressed and the recognition that the safety of schools in the North-West 2 family-of-schools are inextricably linked, the Panel sought and was granted an extension of its mandate to include an examination of Westview.

Section 3.03 contains extensive detail from the Westview consultations and surveys. The consultations revealed that there are a number of indicators that Westview is in poor health: extraordinarily high suspensions and expulsions, significant levels of sexual violence in the school and a staggering number of guns in a school that was not designed with safety in mind.

The surveys of Westview students and staff were entirely consistent with the more qualitative consultation research. Like the student surveys at C.W. Jefferys, the Westview student surveys produced mixed, often contradictory results. While most Westview students state that they feel safe in their school, they report high levels of victimization. A significant proportion of Westview students have been the victim of threats, physical assault, theft, sexual assault, gun threats and other types of crime inside the school. 29.3 percent of female Westview students reported that they had been the victims of unwanted sexual contact at their school over the past two years. 23 percent of students reported that they know someone who brought a gun to school in the past two years. Racism is a major concern, particularly for African-Canadian Westview students.

⁵ The Panel’s Interim report also provided information gathered from the C.W. Jefferys student surveys. The analysis provided in this final report is much more extensive, though some details have been repeated so that readers need only refer to one document to obtain a full understanding of the student survey results.

While most teachers at Westview are satisfied with the school administration, they nonetheless felt change was necessary. The majority of the staff who participated in the survey are fearful of the neighbourhood around Westview (especially at night) and claim that their school has serious problems with hallway disorder, students who disobey authority, bullying, theft, youth gangs, violence between students, drug use and drug trafficking.

Section 3.04 provides an overview of the most serious incidence of violence in TDSB schools, as gathered from TDSB Weekly Incident Reports and Crisis Reports. While these types of reports are far from being comprehensive, they demonstrate that violence is a problem at schools across the TDSB. C.W. Jefferys and Westview should not be singled out or stigmatized.

The Report then moves away from specific schools and specific incidents to examine some of the more general school safety issues.

Section 3.05 discusses some of the specific safety issues that affect girls and young women. There is considerable evidence that gender-based violence, including sexual assault and sexual harassment, is prevalent in TDSB schools. Current TDSB policies for responding to incidents of sexual assault are critiqued and it is argued that a comprehensive violence prevention strategy is needed. Female students must feel that their safety is a TDSB priority and that their concerns are being heard and responded to. At present, this is not the case.

Section 3.06 addresses some of the systemic safety issues that pose significant barriers to maintaining safe and equitable schools. The Panel has identified a culture at the TDSB that dissuades teachers, administration and superintendents from publicly voicing and identifying serious issues of school safety. We suggest solutions to renew the relationship between students and teachers, improve funding for initiatives to benefit marginalized students and to improve the oversight and accountability of trustees. We also discuss some of the security measures that will be necessary in order to detect and deter threats to student safety.

In Section 3.07 we discuss the particular issues that arise with respect to Aboriginal students in the TDSB. The extraordinarily high suspension rates, drop-out and victimization rates and the extraordinarily low academic results for Aboriginal students in the TDSB are signals that the TDSB is failing one of our most marginalized and vulnerable communities. We discuss, in particular, the First Nations School of Toronto, which has suspended an average of 33.44 percent of its elementary students over the past three years. Significant and immediate changes, led by Aboriginal communities and leaders, students, parents and teachers, are necessary in order to reverse a long-term trend that has excluded Aboriginal students, with the goal of creating an educational system that genuinely serves the unique needs of Aboriginal children and youth.

The issues arising with respect to Aboriginal students are tied directly to the main insight that the Panel has gained through its work: that discipline and school safety must be

approached through the lens of equity. A school without equity cannot be a safe school. Section 3.08 describes the systemic and organizational changes that are necessary in order to ensure that the twin principles of safety and equity are central tenets of the TDSB's approach to education. We propose the creation of a "Well-Being and Equity Department" with oversight and responsibility for safety and equity.

By failing to approach school safety through the lens of equity, the TDSB has allowed a layer of marginalized youth to fall through the cracks. This failure takes its most extreme form in the plight of the students at Westview and at the First Nations School of Toronto, but the harmful effects are not limited to these schools. As outlined in Section 3.09, the Panel sees the need for an intervention by the Provincial Advocate for Children and Youth, in order to ensure that the needs of vulnerable students are met, their rights are protected and their voices are heard in the Legislature.

In Section 3.10, we acknowledge that many issues of school safety are beyond the capacity of the TDSB to resolve on its own. Issues of school safety will require a coordinated effort amongst the three levels of government and the various government, private and voluntary sector agencies that provide resources or services to marginalized youth and communities.

Despite all of the issues of concern raised by our research, the Panel has also found signs of hope for the future. In Section 3.11, we describe the successes of the Brookview Middle School. The renewal of that school provides an excellent model and proof that effective change is not only possible, but can happen quickly. In addition, Section 3.11 includes descriptions of the successful educational models used by Breaking the Cycle and the Support Program for Expelled Students Randolph site.

Finally, in Chapter Four, we seek to address a concern that was repeatedly expressed: that the Panel's work would result in another report that would not be implemented. We identify some of the key barriers to change. We then describe a number of potential strategies for overcoming these barriers and ensuring that the fruits of public inquiries – including the Panel's own review – do not spoil on the vine.

CHAPTER 2: HISTORICAL OVERVIEW

The TDSB did not create marginalized students nor can they be blamed for the provincial government policies that have further exacerbated the issues suffered by this increasing portion of our student population. The TDSB can, however, be judged based on its response to marginalized students. While the TDSB did not create poverty, racism, sexism or classism, it has the power and opportunity to shelter youth from its harshest effects. Sadly, the TDSB has struggled in its attempts to address the needs of marginalized students. The next Chapter of the Final Report will examine the current state of affairs by documenting the struggles and detailing the Panel's recommendations aimed at enhancing the manner in which the TDSB provides services to marginalized youths.

Before examining these issues, it is necessary to review some of the historical events that have contributed to the problems currently plaguing the TDSB. Key amongst the historical developments are the following events:

- (1) Bill 21 and PPM 119
- (2) The Royal Commission on Learning
- (3) The Anti-Racism, Equity, and Access Department Dismantled
- (4) Funding cuts to School Boards
- (5) Amalgamation
- (6) Teachers and Trustees Under Siege
- (7) The Equity Foundation Statement
- (8) The *Safe School Act* amendments to the *Education Act*
- (9) Safe and Compassionate Schools Task Force Report
- (10) Safe and Compassionate Schools Work Group, and
- (11) The Ontario Human Rights Commission Complaint

2.01: Bill 21 and PPM 119

In 1993, the provincial government passed Bill 21. Bill 21 amended the *Education Act* to give the Minister of Education ("Minister") the power to have school boards develop anti-racism and ethno-cultural equity plans. In addition, the amendments allowed the Minister to approve the anti-racism and ethno-cultural equity plans established by the boards. Upon Ministerial approval, the school board could begin to implement their anti-racism and ethno-cultural equity plans.

In the same year, the Ministry of Education ("Ministry") began to implement the education recommendations set out in Stephen Lewis' Report on Race Relations. This included Mr. Lewis' recommendation that an Assistant Deputy Minister for Anti-Racism, Equity, and Access be appointed. Other significant recommendations made by Mr. Lewis were:

- 1) The Minister of Education, through his new Assistant Deputy Minister, establish a strong monitoring mechanism to follow-up the implementation of multicultural and anti- racism policies in the School Boards of Ontario; and
- 2) The Parliamentary Assistant to the Premier, Ms Zanana Akande, continue to pursue, with unrelenting tenacity, the revision of curriculum at every level of education, so that it fully reflects the profound multicultural changes in Ontario society.

In 1993, an Anti-Racism, Equity and Access Division was created in the newly restructured Ministry. The Division, led by an Assistant Deputy Minister, had responsibility for responding to Stephen Lewis' recommendations and for implementing the ethno-cultural equity provisions of Bill 21.

In July 1993, the Ministry introduced Ministry Policy and Procedures Memorandum ("PPM") 119. PPM 119 obligated every school board to develop a policy on anti-racism and ethno-cultural equity and establish a plan for the implementation of said plan. PPM 119 mandated boards to submit policies and implementation plans to the Ministry no later than March 31, 1995. Upon approval by the Ministry, the implementation plans were to begin no later than September 1, 1995. The policies mandated by PPM 119 were to focus on 10 major areas:

- (1) Board policy, guidelines, and practices;
- (2) Leadership;
- (3) School Community Partnership;
- (4) Curriculum;
- (5) Student Languages;
- (6) Student Evaluation and Assessment and Placement;
- (7) Guidance Counselor;
- (8) Racial and Etho-Cultural Harassment;
- (9) Employment Practices; and
- (10) Staff Development.

2.02: The Royal Commission on Learning

On May 3, 1993, the Ontario Provincial Government released an Order-in-Council establishing a Commission designated the Royal Commission on Learning ("Commission"). On December 5, 1994, the Commission released its report entitled, "For the Love of Learning". The report contained 167 recommendations with an entire chapter dedicated to equity (appropriately entitled, "Equity Considerations"). The Commission's report elaborated upon many of the recommendations contained in Mr. Lewis' report. The recommendations included the following:

136. We strongly recommend that the Ministry of Education and Training always have an Assistant Deputy Minister responsible, in addition to other duties,

for advocacy on behalf of Anglophones, francophones and ethno-cultural and racial minorities.

137. We recommend that trustees, educators, and support staff be provided with professional development in anti-racism education.
138. We recommend that the performance management process for supervisory officers, principals, and teachers specifically include measurable outcomes related directly to anti-racism policies and plans of the Ministry and the school boards.
139. We recommend that, for the purposes of the anti-racism and ethno-cultural equity provisions of Bill 21, the Ministry of Education and training require boards and schools to seek input from parents and community members in implementing and monitoring the plans. This process should be linked to the overall school and board accountability mechanisms.
140. We further recommend that the Ministry and school boards systematically review and monitor teaching materials of all types (texts, reading materials, videos, software, etc.), as well as teaching practices, educational programs (curriculum), and assessment tools to ensure that they are free of racism and meet the spirit and letter of anti-racism policies.
141. We recommend that in jurisdictions with large numbers of black students, school boards, academic authorities, faculties of education and representatives of the black community collaborate to establish demonstration schools and innovative programs based on best practices in bringing about academic success for black students.
142. We therefore recommend that whenever there are indications of collective underachievement in any particular group of students, school boards ensure that teachers and principals have the necessary strategies and human and financial resources to help these students.

During their final year in power, the NDP government made attempts to implement many of the recommendations detailed in the Commission's report.

2.03: The Anti-racism, Equity, and Access Department Dismantled

On June 8, 1995, the New Democratic Party ("NDP") government was replaced by a majority Progressive Conservative government. Soon after coming to office, the government repealed the *Employment Equity Act* passed by the former NDP government. In the educational sector, a cut of \$400 million was announced; user fees were introduced for junior kindergarten, and legislation was passed empowering school boards to accommodate budget reductions through local negotiation of cost-cutting provisions with

teachers⁶. During the same period of time, the provincial government cut welfare benefits by 21.6%⁷.

In 1997, the Ministry closed its Anti-Racism, Access and Equity Division. The new government replaced a Common Curriculum prepared by the Ministry under the NDP government with a standardized Ontario Curriculum that emphasized the teaching of traditional subject matter. In supplanting the Common Curriculum, the new Ontario Curriculum failed to replace the multicultural education principles contained in the Common Curriculum guidelines:

All students are entitled to have their personal experiences and their racial and ethnocultural heritage valued within the context of a society that upholds the rights of each person and requires each person to respect the rights of others. All students must, therefore, see themselves reflected in a curriculum that acknowledges both the diversity and common aspirations of the various peoples that make up our pluralistic society.

2.04: Amalgamation

In February 1996, the Ontario School Board Task Force issued its Final Report (“School Board Report”). The report contained 30 recommendations. One of the recommendations called for a substantial reduction in the number of school boards across Ontario. The report also called for an equitable amount of direct classroom expenditure per pupil to be phased in over five years. The School Board Report also recommended that during this five year period, the government should not reduce the total amount of grant money provided to school boards.

In 1997 the Ontario government, in acting upon the School Board Report recommendations, passed Bill 104, the *Fewer School Boards Act*. Bill 104 made four very significant changes to the previous administration of school boards in Ontario:

- (1) the number of school boards in Ontario was reduced from 124 to 72;
- (2) the number of school trustees from 1,900 to 700;
- (3) The new education funding formula was introduced and eliminated the previous ability of school boards to raise revenue from their local property tax bases; and

⁶ Duncan MacLellan, “The Fewer Schools Boards Act and the Toronto District School Board: Educational Restructuring 1997- 2003” , Paper presented to the Annual Meeting of the Canadian Political Science Association University of Saskatchewan Saskatoon, Saskatchewan June 01, 2007 at pg. 5

⁷ Jackie Esmonde, “Criminalizing Poverty: The Criminal Law Power and the *Safe Streets Act*”, the Journal of Law and Social Policy, Vol. 17, Spring 2002 at pg. 68

- (4) trustee remuneration was capped at \$5,000 per year. Prior to the amendments, the salaries of trustees in the TDSB was approximately \$48,000, one third of which was not taxable⁸

Before Bill 104, school boards would set local education property tax rates, and municipalities would collect the taxes on the boards' behalf. Under the new funding formula and subsequent changes to the formula, the government sets a uniform rate, based on a current value assessment system, for the education portion of property taxes for all residential properties in the province. It sets a rate that varies by municipality for the education portion of business property taxes. Municipalities collect the education portion of property taxes for the school boards in their communities. The Ministry, using the student-focused funding formula, determines each board's overall allocation. Property tax revenues are considered to form part of the allocation, and the Province provides additional funding up to the level set by the funding formula⁹.

In the same year (1997), the Ontario government passed legislation that amalgamated the former City of Toronto with its five surrounding cities. The legislation also provided for the integration of seven English Public school boards (including Metro) into the newly created Toronto District School Board. Prior to the amalgamation of the seven school boards, there were a total of 74 trustees responsible for 300,000 students, 21,000 employees, and almost 600 schools. Subsequent to amalgamation, the newly formed TDSB consisted of 22 trustees. Each trustee represented a ward containing nearly 100,000 residents¹⁰.

In addition to removing many levels of administration and bureaucracy, the effect of the merger of the seven school boards also had a distinct impact on the education culture at the TDSB. During one consultation, two consultees described to the Panel the culture shift imposed by the merger. With each former board bringing a different culture to the table (e.g. Scarborough board had a zero tolerance policy), the new TDSB was tasked with amalgamating bureaucracies and cultures. One consultee described this problem to the Panel as follows:

Prior to amalgamation or well going into amalgamation there were at least 3 distinct cultures among the areas...there was Scarborough discipline, there was Toronto Board discipline and then there was the North York-Etobicoke discipline...Well I am over simplifying, the Toronto Board is best described using the following statistic, in the history of the Toronto School Board they have never held an expulsion hearing, under the old legislation the route to expulsion was a onerous.. it has to be joint sign off

⁸ Duncan MacLellan, "The Fewer Schools Boards Act and the Toronto District School Board: Educational Restructuring 1997- 2003" , Paper presented to the Annual Meeting of the Canadian Political Science Association University of Saskatchewan Saskatoon, Saskatchewan June 01, 2007 at pg. 8

⁹ Mordechai Rozanski, Education Equality Task Force, Investing in Public Education: Advancing the Goal of Continuous Improvement in Student Learning and Achievement, at pg. 10

¹⁰ Bedard, G., & Lawton, S. (2000), "The struggle for power and control: Shifting policymaking models and the Harris agenda for education in Ontario. Canadian Public Administration", 43(3), 241-269.

by the principal and the area superintendent, a referral to the Board and the entire Board held a hearing.. the language of that legislation in other words the test whether or not expulsion could occur was very archaic.. the language there has to be conduct so refractory so as to, I am paraphrasing, now pose a risk to the well being of others. Nobody knows what that means including lawyers and educators. So it was little used. In North York and Etobicoke for example, it has been used but not frequently. Scarborough used it quite frequently. But pre-amalgamation and the Safe Schools Act, because of the reality of the amalgamation, the incidents of expulsion hearings increased.

Amalgamation also had a substantial effect on the manner in which the newly amalgamated TDSB addressed the needs of its most marginalized youths:

When Ontario's urban boards were amalgamated in 1997 not all areas of cities had the same levels of affluence, the same philosophies, experienced the same problems, or had the same programs in place to deal with things like violence, poverty, or diversity. As a result, some amalgamated boards experienced long periods of confusion and conflict over what programs were to be retained. Many programs were lost, such as tutoring and mentoring in a student's first language, and international language programs; others, like parenting programs, were severely cut.

Amalgamation has also had the side effect of disrupting the tracking of students at risk. Some boards had developed systems to follow students and track their success, relative to other elements, such as mobility and socio-economic status. But these programs differed from board to board, and research and tracking was curtailed or diminished as the new amalgamated boards sorted out their combined approach. In some boards, it is only now, eight years after amalgamation, that attention is again being given to inner city schools and their students.¹¹

Amalgamation increased the incidents of suspensions/expulsions, it disrupted the tracking of at risk students and led to the loss of programs aimed at addressing the needs of the Board's marginalized students. In short, amalgamation had a significantly negative impact on the ability of the Board to address the needs of marginalized students.

2.05: Teachers and Trustees Under Siege

After the Conservative government came to power in 1995, one of its major policy priorities was to cut education costs. A 1996 Ministry report had found that the estimated education cost per student in Ontario was higher than the weighted average of the nine

¹¹ People for Education, Urban Education Report, June 2005, at pg. 7

other provinces.¹² As teacher salaries were a major component of the education budget, it followed that any serious attempt by government to control spending would likely focus on salaries and staffing levels.¹³ What followed then was a concerted attack on teachers and school boards, with the goal of cutting \$667 million out of the education budget.¹⁴

In 1997 the most significant and contentious reforms were introduced in the *Education Quality Improvement Act, 1997*.¹⁵ With the *Act*, the collective bargaining regime in place for teachers since 1975, based on local bargaining, had been effectively dismantled. First, teacher bargaining was placed under the *Labour Relations Act*.¹⁶ Prior to this change, collective bargaining was conducted through the Education Relations Commission. Second, Principals and Vice-Principals were removed from teacher bargaining units. Third, significant restrictions were placed on the scope of negotiable issues. Class size and instructional time were made statutory terms of employment. Instructional time was established at 1300 minutes per week for elementary teachers and 1250 minutes per week for secondary school teachers. This represented an increase of 125 minutes of instruction time for secondary school teachers, and was achieved by a corresponding decrease in their preparation time.

The *Act* also granted Cabinet sweeping powers to establish education policy and regulate schools boards. The province assumed greater control over education expenditures and local school boards were precluded from generating revenue from local property taxes.

These controversial changes to education policy were accompanied by a sustained public relations campaign against teachers. Ontario teachers were depicted as having it easy: short hours, good pay, and poor results.¹⁷

Teacher anger of the government's legislative changes led to a two-week "protest" in October 1997 by the province's 126,000 teachers, with the other main union at Ontario schools, CUPE (representing education assistants, clerical staff and custodians), deciding to respect picket lines. Teachers were also supported by hundreds of thousands of students and parents. In the weeks leading up to the strike, students from numerous high schools staged walkouts and demonstrations against Bill 160. Parents who had been massively inconvenienced by the strike also walked the lines and joined the rallies. However, in the end, the teachers returned to teaching with no significant changes in the legislation.

¹² S. Lawton, M. Ryall and T. Menzies (1996), "A Study of Costs: Ontario Public Elementary/Secondary Costs as Compared to Other Provinces," Toronto: Ministry of Education and Training.

¹³ J. Rose (2002), "The Assault on School Teacher Bargaining in Ontario", *Relations Industrielles*, v. 57(1) at para. 16.

¹⁴ H. Glasbeek (1999), "Class War: Ontario Teachers and the Courts", *Osgoode Hall Law Journal*, V. 37(4) 805 at 808.

¹⁵ *Education Quality Improvement Act, 1997*, S.O. 1997, c. 31.

¹⁶ *Labour Relations Act, 1995*, S.O. 1995, c. 1, Schedule A.

¹⁷ H. Glasbeek (1999), "Class War: Ontario Teachers and the Courts", *Osgoode Hall Law Journal*, V. 37(4) 805 at 808.

By the time the 1998 round of collective bargaining began, labour relations between teachers and school boards were seriously strained. The fall of 1998 was marked by strikes, lockouts and work-to-rule campaigns. In response to mounting public pressure to get teachers back in the classroom, the provincial government passed the *Back to School Act, 1998*¹⁸, which ended labour disputes at eight school boards and referred all outstanding issues to mediation-arbitration. The fact that the government legislated teachers back to work only soured the relationship between the province and teachers even further. Even so, the provincial government had still not completely achieved its goal to increase teacher workloads.

The government closed this loophole just prior to the expiry of the 1998-2000 collective agreements, with the *Education Accountability Act, 2000*. The Act effectively increased teacher workloads to the equivalent of 6.67 classes per school year, from 6.0 classes. There was no accompanying increase in salary to compensate for the additional workload.

The legacy of these conflicts is a profound level of distrust between teachers, school boards and the provincial government. According to Joseph Rose, a professor in labour relations at McMaster University:

[T]he Harris government's pursuit of a cost reduction strategy and its disdain for teacher unions resulted in the repeal of a highly successful and stable teacher bargaining law. In its place, it relied on a series of blunt measures in an attempt to control collective bargaining and, in the end, proved futile. Further, and more importantly, attempts to undermine collective bargaining led to a sharp escalation of conflict at both the collective bargaining level and at the workplace level.¹⁹

The anger from those years remains palpable and was the subject of comment in many consultations with teachers, unions, administrators, trustees and parents. Leslie Wolf, current first vice-president of the OSSTF (District 12), told the Panel that teachers have worked very hard to try and slowly bring back a climate of cooperation, but that there is much work still to be done to restore the relationship:

When I first started teaching, my principal would ask me to cover....That was before I had a government that advertised how many minutes I worked in the classroom and said that I was a lazy. That would have been a part of the climate ... that we didn't work hard enough, we weren't in the classroom enough, we didn't do enough.

It is apparent that the resentments from what is widely perceived as a war on teachers have not yet been mollified, and that a hostile labour relations environment forms an

¹⁸ *Back to School Act, 1998*, S.O. 1998, c. 13.

¹⁹ J. Rose (2002), "The Assault on School Teacher Bargaining in Ontario", *Relations Industrielles*, v. 57(1) at para. 63.

important part of the setting against which the Panel has examined issues of school safety.

2.06: Funding Cuts to the Boards

When the funding formula was announced in March 1998, concerns began to be raised in the larger boards, including the TDSB. The formula called for more in-class spending. This translated into reductions in many “non in-class spending initiatives” like the funding of sports programs, adult education day schools, and language services for recently immigrated children. Large school boards, like the TDSB, complained that urban school boards required special attention to meet the unique demands of serving children and youth in a large urban setting²⁰. For example, the funding formula did not include funding to Boards for the operation of daycares and access to schools by community organizations:

For the Harris government, education was primarily an interaction between a teacher and a student in a classroom, focused on the development of core academic skills. The government was particularly concerned that funding generated by classroom-related benchmarks be spent on classroom-related activities (as defined by the government). For example, boards received no funding for space provided to child care centres, or to support community use of school facilities.²¹

In January 2000, the Education Improvement Commission’s (“EIC”) released its report entitled, “Third Interim Report on the Progress of Ontario’s new District School Boards”. In the report the Commissioners supported the new funding formula model, but also noted that the unique needs of Toronto require special attention:

The large urban centres of Ontario serve a diverse population-linguistically, socio-economically, racially, and ethnically-with Toronto being the largest and most complex of our cities. This diversity presents both benefits and challenges. The delivery of all social services, including education, in these large urban centres is a complex process....We believe that the issues facing large urban centres, particularly Toronto, deserve special attention.²²

In April 1998, early figures based on the new funding formula were released and the TDSB was advised that its funding would decrease from approximately \$92 million to

²⁰ Duncan MacLellan, “The Fewer Schools Boards Act and the Toronto District School Board: Educational Restructuring 1997- 2003” , Paper presented to the Annual Meeting of the Canadian Political Science Association University of Saskatchewan Saskatoon, Saskatchewan June 01, 2007 at pg. 8- 11

²¹ Hugh Mackenzie, “Missing the Mark How Ontario’s education funding formula is shortchanging students”, Canadian Centre for Policy Alternative, April 2007 at pg. 15

²² Education Improvement Commission. (2000). Third interim report on the progress review of Ontario’s new district school boards. Toronto, ON.

\$63 million for textbooks and classroom supplies, including: books, learning materials, workbooks, resource materials, computer software, CD-ROMs, and internet expenses²³. As a result of the decreased funding, the TDSB announced that it would have to close 120 schools. These closures would affect the city-run day care centers located within these schools as well as many after-school programs run by community groups in the evenings. A few weeks later, then Education Minister Johnson agreed to add \$54 million a year to the TDSB's \$2 billion annual budget, which would mean the closing of 20-30 schools²⁴.

The new funding formula significantly impacted the funding for programs aimed at ameliorating the issues faced by marginalized students. Before the introduction of the provincial education funding formula, school boards funded programs for students in two manners: (1) with money provided by the province in the Compensatory Education Grant; or (2) money raised locally through property taxes. The Compensatory Education Grant typically totalled between \$80 - \$90 million per year. This, however, was not what was actually spent by larger urban school boards. For example, the Toronto District School Board spent approximately \$197 million per year on programs for marginalized students²⁵.

In 1997, the government appointed an expert panel to make recommendations on targeted funding for marginalized students. The Panel recommended that funding be delivered through the Learning Opportunities Grant ("LOG"). The Panel emphasized to the provincial government that the funding for this grant could immediately ensure that necessary programming would be sustained²⁶. The expert panel made further recommendations that were largely ignored or watered down by the provincial government:

The expert panel estimated that funding for the grant should be set at approximately \$400 million, based on their analysis of school board spending on programs and services for at-risk students. At the same time they recommended that a more thorough analysis of programs funded through the grant was needed to ensure that no services were lost as the funding formula changed. Despite the Expert Panel's recommendation of \$400 million, funding for the Learning Opportunities Grant (LOG) was set at \$185 million and, eight years later, analysis of the programs to be funded by the grant is still incomplete.²⁷

²³ Duncan MacLellan, "The Fewer Schools Boards Act and the Toronto District School Board: Educational Restructuring 1997- 2003" , Paper presented to the Annual Meeting of the Canadian Political Science Association University of Saskatchewan, Saskatoon, Saskatchewan June 01, 2007 at pg. 11

²⁴ Chamberlain, A, "Toronto board trims casualty list to 30 schools over the next few years, far less that its earlier list". Toronto Star. November 19, 1989

²⁵ People for Education, Ontario' Urban Schools, June 2005, at pg. 14

²⁶ Expert Panel Report on the The Learning Opportunities Grant, August 1997., at pg. 14

²⁷ *Ibid.*, at pg. 15

The financial situation of the TDSB continued to deteriorate as the funding needed to address the needs of students was not adequately provided for by the provincial government. In order to address the growing needs of its students, the TDSB, in July 2002, decided to violate the *Education Act* and submit a budget that ran a deficit (approximately \$90 million). As a result of the TDSB's decision not to submit a balanced budget, then Minister of Education Elizabeth Witmer appointed Al Rosen to investigate the TDSB's finances. In his report, Mr. Rosen expressed concern that dollars were being removed from the classroom and being focused on social issues that were, in his opinion, separate from educational issues²⁸. Rosen submitted his report on August 19, 2002, and almost immediately Minister Witmer removed the decision making power of the TDSB by appointing Paul Christie as Supervisor of the TDSB with the power to govern, amongst other things, its budgeting procedures.

Mr. Christie announced he would operate a balanced budget and make significant cuts to administration. He further promised that no schools would close in the next two years and that his budget would also show an increase in spending on classroom teaching and books. Mr. Christie unveiled his budget on November 19, 2002. Despite his comments to the contrary, a review of the budget showed that approximately \$30 million dollars were cut from classroom spending²⁹. To achieve a balanced budget, the following cuts were made:

- (1) saving \$13 million from school maintenance;
- (2) saving \$11.5 million by cutting 237 central office jobs;
- (3) saving \$5.7 million by eliminating 63 vice- principal positions;
- (4) saving \$2.3 million by eliminating 100 school secretary positions;
- (5) saving \$5.8 million by reducing staff development funding;
- (6) saving \$2.1 million by reducing teacher sick days and supply teachers; and,
- (7) saving \$10-\$15 million from a host of smaller personnel-related cuts, hiring freezes, and cuts to discretionary spending.

As a result of the balanced budget, the TDSB was forced to make cuts to support personnel for students. In particular, the TDSB eliminated 13 Youth Counsellors, reduced Attendance Counsellors (from 32 to 8) and reduced Multi-lingual Team Leaders (from 9 to 4). Under the balanced budget, the TDSB eliminated many secretarial positions, phased out school-community advisors, reduced the number of vice-principals, cut outdoor education and adult education, and re-evaluated the position of social workers in the system³⁰.

²⁸ Rosen, A. (2002). "Investigation report to the Minister of Education, province of Ontario regarding the Toronto District School Board". Toronto, ON: Ministry of Education at pg. 4

²⁹ Duncan MacLellan, "The Fewer Schools Boards Act and the Toronto District School Board: Educational Restructuring 1997- 2003" , Paper presented to the Annual Meeting of the Canadian Political Science Association University of Saskatchewan, Saskatoon, Saskatchewan June 01, 2007 at pg. 14

³⁰ Trish Worrton, "Education democracy an illusion", Toronto Star, 12 July 2003,

Following the release of the balanced budget, CUPE prepared a submission to Mr. Christie that detailed some of the cuts to funding that substantially affected student education. The cuts included:

- (1) Closing six outdoor education centers: Boyne, Toronto Island, Noisy River, Pine River, Kearney and Sheldon were all slated to be closed. CUPE noted that these closures, “represents a loss to the many students who have no other access to green space or the wilderness”;
- (2) Closing two adult day schools;
- (3) Cutting \$7.4 million on classroom computers; and,
- (4) Continuing the hiring freeze on Educational Assistants and other school support personnel.

CUPE also addressed other aspects of the budget that had serious effects on after school activities for students, including the following:

- (1) Students were to be charged for use of school fields for team sports like soccer, baseball and cricket.
- (2) All school community advisors were eliminated. CUPE noted that the school community advisors provided a valuable service to parents attempting to navigate the school system.³¹

In December 2002, the Education Equality Task Force released its final report entitled, “Investing in public education: Advancing the goal of continuous improvement in student learning and achievement”. The Report called for a significant infusion of funds into Ontario’s educational system. In particular, the report noted that provincial government funding cuts were hurting Ontario’s schools and that schools were being underfunded by \$2.1 billion.

The provincial government cuts to education funding had a profound effect on all school boards in Ontario and had a more profound impact on large urban school boards like the TDSB. The funding cuts and supervisory budget led to the elimination of many support services, thereby further exacerbating the plight of marginalized youth.

2.07: The Equity Foundation Statement

In 1999, the TDSB prepared the Equity Foundation Statement (“Statement”). The Statement recognized that certain groups are treated inequitably because of individual

³¹ CUPE Ontario submission to the Christie "Public Consultation" on the TDSB Budget - November 20/02, <http://www.archives.cupe.on.ca/www/briefs2002/christie-tdsb.html>

and systemic biases and that these biases exist within the school system. The Board further recognized that such inequitable treatment leads to educational, social, and career outcomes that do not accurately reflect the abilities, experiences, and contributions of students. In recognizing these problems, the Board stated that they were, “committed to ensuring that fairness, equity, and inclusion are essential principles of our school system and are integrated into all our policies, programs, operations, and practices”. In making this commitment the Board stated that it would ensure the following:

- (a) The curriculum of our schools accurately reflects and uses the variety of knowledge of all peoples as the basis for instruction; that it actively provides opportunities for all students to understand the factors that cause inequity in society, and to understand the similarities, differences, and the connections between different forms of discrimination; and that it helps students to acquire the skills and knowledge that enable them to challenge unjust practices, and to build positive human relationships among their fellow students, and among all members of the society.
- (b) All our students are provided with equitable opportunities to be successful in our system; that institutional barriers to such success are identified and removed; and that all learners are provided with supports and rewards to develop their abilities and achieve their aspirations.
- (c) Our hiring and promotion practices are bias-free, and promote equitable representation of our diversity at all levels of the school system; that all our employees have equitable opportunities for advancement; that their skills and knowledge are valued and used appropriately; and that they have equitable access to available support for their professional development needs.
- (d) The contributions of our diverse community of parents and community groups to our schools are valued and encouraged; and that they are provided with equitable opportunities for working with staff and with each other for the benefit of all students.
- (e) Students, employees, parents, and community partners are provided with effective procedures for resolving concerns and complaints that may arise from their experiences of unfair or inequitable treatment within the school system.
- (f) Financial and human resources are provided to support the work of staff, students, parents, and community groups, and for staff development, in promoting equity and inclusion in the school system.

- (g) Procedures are in place at all levels of the system for implementing, reviewing, and developing policies, programs, operations, and practices that promote equity in the system, for assessing their effectiveness, and for making changes where necessary.

In addition to the Statement, the TDSB prepared a detailed Commitments to Equity Policy Implementation document (“Implementation Document”). The Implementation Document is divided into five main sections:

- (1) Anti-Racism and Ethnocultural Equity;
- (2) Anti-sexism and Gender Equity;
- (3) Anti-homophobia, Sexual Orientation, and Equity;
- (4) Anti-classism and Socio-economic Equity; and
- (5) Equity For Persons With Disabilities.

Each section details commitments and obligations to be undertaken by the TDSB in several areas including, Employment and Promotion Practices, Staff Development, Curriculum, School-community Partnerships, and Board Policies, Guidelines, and Practices. Absent from the Implementation Document are targets or deadlines for the implementation of the various obligations set out in the document.

Subsequent to the development of the Statement and the Implementation Document, attempts were made to create an actual implementation plan that included targets and deadlines. Unfortunately, this implementation plan was not passed by the Board of Trustees. Despite the lack of targets and deadlines, the Statement and the Implementation Document are laudable in their attempt to ensure equity is infused in every aspect of the TDSB operations. The TDSB, in developing the Statement and the Implementation Document, acknowledged that its policies, programs, operations, and practices had to be developed in a manner that would address the needs of marginalized students.

2.08: Zero Tolerance in Ontario – the *Safe Schools Act* Amendments

In Ontario, the first serious step towards taking a zero tolerance approach to discipline matters in schools began in the mid-1990’s. In late 1993, the Scarborough Board of Education adopted a Safe Schools Policy on Violence and Weapons. In the lead-up to the 1999 provincial election in Ontario, the Progressive Conservative Party platform promised a zero tolerance policy for bad behaviour in schools. The first step in that direction occurred in April 2000, when Education Minister Janet Ecker released a Code of Conduct for Ontario schools. Only one month later, Ms. Ecker introduced the *Safe Schools Act* (“SSA”). The SSA made several amendments to the *Education Act*, implementing the Code of Conduct and providing principals and teachers with the authority to suspend and expel students. On June 14, 2002, the SSA was passed by the provincial government after only two weeks of legislative debate.

One of the most significant changes made by the *SSA* was the provision for mandatory suspension, expulsion and police involvement. The *Education Act* was amended so that suspensions and expulsions were made mandatory for many forms of misconduct. The provincial Code of Conduct also mandated police involvement, in accordance with the police/school protocol, for most infractions that required a suspension or expulsion. The discretionary suspension or expulsion of a student was left to school board policies. The Act imposed mandatory suspensions for:

- threatening to inflict serious bodily harm on another person;
- possessing alcohol or illegal drugs;
- being under the influence of alcohol;
- swearing at a teacher or another person in a position of authority;
- vandalism that causes extensive damage to school property or to another person's property at the school; or
- engaging in an activity that is not permitted under the school board's code of conduct.

The Act imposed mandatory expulsions for:

- possessing a weapon, including a knife or a gun;
- using a weapon to cause, or threaten to cause, bodily harm to another person;
- physical assault that causes bodily harm requiring medical treatment;
- sexual assault;
- trafficking in weapons or illegal drugs;
- robbery;
- giving alcohol to a minor; or
- engaging in an activity that is not permitted under the school board's code of conduct.

The *SSA* brought about a serious change in the manner in which discipline was enforced in the City of Toronto. Prior to the *SSA* amendments, section 23 of the *Education Act* limited the authority to suspend a student to principals and the authority to expel was limited to school boards. In addition, the principal and the Board was given the discretion to determine whether suspension or expulsion was necessary. A student could only be expelled if the student's conduct was so "refractory" that had her presence was "injurious to other pupils or persons."³²

During the Panel's consultations with members of the public, it became readily apparent that many felt that the *SSA* had created a zero tolerance regime in Ontario. This despite the fact that the *SSA* included amendments to the *Education Act* and its regulations to provide for mitigating factors whereby the suspension or expulsion of a student was not mandatory if:

³² Bhaterjee Report

- (a) the pupil does not have the ability to control his or her behaviour;
- (b) the pupil does not have the ability to understand the foreseeable consequences of his or her behaviour; or,
- (c) the pupil's continuing presence in the school does not create an unacceptable risk to the safety of any person.

In addition, community members expressed to the Panel their belief that the *SSA* amendments were applied in a discriminatory manner against racialized students and students with disabilities. As a result, many parents and community organizations advocated for the repeal of the *SSA* amendments.

Reviewing suspension and expulsion data collected from the TDSB it is readily apparent that the concerns expressed by the community at large are well founded. Subsequent to the *SSA* amendments, the percentage of students suspended increased significantly. Similarly, the number of students expelled increased drastically as well. More alarming is the fact that the number of suspensions in priority neighbourhoods increased greatly. These issues will be discussed in detail in the next Chapter. Needless to say, the *Safe Schools Act* amendments had a significant impact on marginalized students. With support systems and support personnel decimated by the government's funding cuts, teachers and administrators were left with only one tool to deal with student misconduct - the *Safe Schools Act*.

2.09: Safe and Compassionate Schools Task Force Report

On December 17, 2003, the TDSB passed a motion that directed the creation of a Safe and Compassionate Schools Task Force ("Task Force"), chaired by trustee Chris Bolton and Zanana Akande. The Task Force was established to report, amongst other things, on the following:

- (a) to assess the effectiveness of the current Board's Safe Schools Policy and its implementation;
- (b) to assess whether race, gender, sexual orientation, mother tongues of students, disability, socio-economic status, or other dimensions of diversity as listed in the Board's Equity Statement have any impact on the application of the Safe Schools Policy and, if so, what the impact is;
- (c) to make recommendations to the Board and/or other public bodies on steps that can be taken to make schools safer and that will ensure that every student is treated fairly and equitably. This includes but is not limited to such recommendations as may have regard for legislation, regulations, policies, procedures, operations, or budget allocations.

On March 14, 2004, the Task Force released its report to the TDSB trustees. The report acknowledged the widespread perception that the implementation of the TDSB's Safe School's Policy targeted children and youth of racialized and marginalized communities, including students with disabilities. As a result of these findings, the Task Force made 8 recommendations aimed at ameliorating some of the discriminatory effects of the application of discipline.

In addition, the Task Force report indicated that many viewed the Safe Schools Policy as a tool to remove students who seem to have problems, rather than dealing with their problems. The Task Force further noted that there was considerable support for repealing the *Safe School Act* amendments. In recognizing this issue, the Task Force recommended that the TDSB appeal to the provincial government to repeal the *Safe Schools Act* amendments.

The Task Force also recognized the importance of accurate data collection to determine the true effect that suspensions and expulsions have on racialized or marginalized students. As a result, the Task Force made 6 recommendations relating to the collection of statistics on suspensions/expulsions, trespass letters, and other exclusionary documents. The recommendations also addressed using the data collected as part of the school improvement process.

Another significant recommendation made by the Task Force related to the creation of an "ombudsperson office" who reported directly to the Chair's Committee of the Board of Trustees. The ombudsperson office was meant to receive and vet complaints about the Safe Schools Policy. The ombudsperson was also tasked with acting as an advocate on behalf of students and their families.

In order to ensure that the Task Force recommendations were acted upon in a timely fashion, the Task Force recommended the establishment of a new reference group called the Safe and Compassionate Schools Work Group that was mandated to, amongst other things, monitor the implementation of any recommendations accepted by the Board, ensure the annual reviews of the Safe Schools Policy and collect statistical information. Of the many recommendations made by the Task Force, only 10 were actually implemented. Attached as Appendix "I" to this report is the Task Force Report.

2.10: Safe and Compassionate Schools Work Group

On May 19, 2004 the TDSB established the Work Group recommended by the Task Force. In addition, the Board recommended that 10 recommendations be implemented with a report to the Board in June 2007 on how to implement the 10 recommendations.

The Safe and Compassionate Schools Work Group, which has been called the "Safe and Caring Schools Work Group" for most of its existence, is comprised of a diverse

membership drawn from Trustees, staff, education professionals, parents, community groups and community advocates. The group is chaired by Trustee Mari Rutka.

The Work Group made 30 recommendations to the Board in June 2006, all aimed at “making schools safe and caring places of learning.”³³ The recommendations were mainly preventive in nature and were aimed at three broad areas: identification of areas for targeted resource support to areas most of need; an increase in “at risk” support across the City and an increase in effective communication around Safe Schools issues. The Work Group has consistently highlighted the need to provide appropriate supports to At Risk students. Many of the themes that run through the Work Group’s report resonated with the Panel (Attached as “I” is the Work Group report dated June 1, 2005).

According to Trustee Mari Rutka, the Board passed many of the June 2006 recommendations, but then consigned the recommendations to the budget process. The recommendations were effectively stalled at that point, as no monies have been set aside for the implementation of the recommendations that were ostensibly approved by the Board.

2.11: Ontario Human Rights Commission Settlement with the TDSB and the Province

On July 7, 2005, the Ontario Human Rights Commission (“OHRC”) initiated a complaint against the TDSB pursuant to subsection 32(2) of the *Human Rights Code* (the “Code”). The complaint was made in the public interest and on behalf of racialized students and students with disabilities. The complaint alleged that the application of the *Safe Schools Act* and the TDSB’s policies on discipline were having a disproportionate impact on racial minority students and students with disabilities. On November 19, 2005, the TDSB and the OHRC entered into a settlement agreement. Attached as Appendix “F” is a copy of the settlement agreement. In the settlement, the TDSB accepted and acknowledged a widespread perception that the application of Ontario’s school disciplinary legislation, regulations and policies can have a discriminatory effect on students from racialized communities and students with disabilities and further exacerbate their already disadvantaged position in society. In the settlement the TDSB agreed to the following significant provisions:

2. The TDSB will determine the most appropriate methodology to collect and analyze data on suspensions and expulsions under the *Education Act* to determine the extent to which the Act is having an adverse impact on individuals protected under the Code, in particular, students from racialized communities and students with disabilities. When collecting the data, the TDSB will ensure that individual data is collected in a manner that is provided for the Commission’s Guidelines on Special Programs and the

³³ Recommendations of the Safe and Compassionate Schools Task Force Implementation Work Group (May 24, 2006).

Commission's Guidelines for collecting Data on Enumerated Grounds under the Code and is used only to address inequities and to promote compliance with the Ontario Human Rights Code. The TDSB will take steps to ensure the confidentiality of students in this process. In the event that the TDSB does not issue a clear directive requiring data to be collected commencing in the 2006-07 school year, the TDSB agrees to reopen settlement discussions with the OHRC on this specific issue.

3. The TDSB will rewrite its grid of consequences and all related documents to ensure that the use of discretion and the use of mitigating factors are emphasized. The TDSB will ensure that school principals and all other staff are fully informed of, and in compliance with this directive. The parties note that nowhere in the Safe Schools Act, regulations or related policies do the words "zero tolerance" occur.
4. The TDSB has provided and will continue to provide appropriate training on racial stereotyping and profiling. Anti-racism, cross-cultural differences and how to effectively deal with students whose disabilities may cause them to be disruptive in school. The training will be provided to the administrators of discipline including teachers and all persons in positions of authority.
6. In accordance with its "Equity Foundation Statement", the TDSB has and will continue to actively recruit qualified and certified teachers and administrators from within Canada and elsewhere who are members of racialized groups and will develop a procedure with respect to the recruitment, retention and promotion of racialized teachers in order that there is an equitable representation reflective of the Toronto Community. The TDSB will undertake to make the College of Teachers and the Ministry of Colleges and Universities aware of the TDSB's position regarding:
 - (a) the need to ensure diversity in recruiting; and,
 - (b) the need to remove barriers to access for internationally-trained teachers who apply to work in Ontario.
- 8(e). Whenever the police are called, the TDSB will contact the parent or guardian of the student (s) or, in the absence of a parent, an adult relative or, in the absence of a parent and an adult relative, any other appropriate adult chosen by the young person, as long as that person is not a co-accused, or under investigation, in respect of the same offence. Where there is no parent/guardian or adult relative or appropriate adult available, the principal or his/her designate will act

in *loco parentis* to the student(s), in order to ensure their Charter rights are maintained.

- 8(f) The TDSB will implement a procedure for student discipline with the goal of avoiding suspensions or expulsions. This procedure will be based on the principles of progressive discipline and will include but is not limited to:
- i detention;
 - ii peer mediation;
 - iii restorative justice;
 - iv referrals for consultation; and
 - v transfer.

The OHRC has advised the Panel that they have not yet received from the TDSB a comprehensive response outlining the steps that it has taken with respect to all of the items in the settlement but is hoping to meet shortly with senior representatives from the Board to obtain much of this information. The Commission further advised the Panel that it would be in the public interest that the Board publicly provide a detailed and comprehensive response to each of the items in the settlement between the Commission and the TDSB.

The Panel finds that the lack of a comprehensive response from the TDSB unacceptable. The Panel notes that it is within the power of the OHRC, pursuant to section 43 of the *Ontario Human Rights Code*, to commence a further complaint against the TDSB for failing to comply with the terms of the settlement. The OHRC has chosen not to commence a further complaint. The Panel shares the concern of the OHRC and agrees that the TDSB should be obligated to report on the implementation of the settlement. The Panel has considered the requirement to publicly report on the implementation of the settlement and finds that this form of reporting, while useful, does not create a sufficient degree of accountability. As a result, the Panel finds that the TDSB should report on the implementation of the OHRC settlement to the provincial government. The Panel, in Chapter 3.06.01, recommends the creation of a Provincial Safety and Equity Officer. The focus of the provincial safety and equity officer will be two fold: (1) act as a central repository for the reporting of serious issues of student safety (defined in Chapter 3.06.01); and (2) receive reports from the TDSB on the implementation of the OHRC settlement.

Recommendation 1: The Toronto District School Board should report yearly to the Provincial School Safety and Equity Officer on the progress they have made in implementing their settlement with the Ontario Human Rights Commission.

During consultations, many trustees and TDSB staff referred to the settlement as a “decision” or “ruling”. There was a perception amongst many that the settlement was foisted upon the TDSB without their consent. Of course, the contrary is true. The TDSB

entered into the settlement with the OHRC. The TDSB freely negotiated the terms of the settlement and agreed to said terms. It is now time for the TDSB to own responsibility for the settlement and comprehensively report on the implementation process.

The effects of the OHRC settlement will be discussed in greater detail in subsequent Chapters. As will the cause for the complaint – the discriminatory application of discipline against racialized students and students with disabilities.

In addition to the complaint against the TDSB, the OHRC initiated a complaint against the Ministry of Education alleging that the application of the *SSA* amendments to the *Education Act* as well as the Ministry's policies on discipline have a disproportionate effect on racialized students and students with disabilities. On April 10, 2007, the OHRC and the Ministry of Education entered into a settlement whereby the Ministry of Education agreed to the following significant terms:

1. The Ministry acknowledges the widespread perception that the application of the current safe schools provisions of the *Education Act* and related regulations and policies can have a disproportionate impact on students from racialized communities and students with disabilities and can further exacerbate their already disadvantaged position in society.
4. The parties agree that the safe schools provisions of the *Education Act* and related regulations and policies must be applied in a manner that complies with the Ontario Human Rights Code (the "Code").
10. Upon settlement of this Complaint, the Ministry agrees to communicate to boards that it wishes to propose amendments to the safe schools provisions of the Act and regulations. At that time, the Ministry will inform boards that
 - (a) There is no reference to the concept of zero tolerance in the *Education Act*, regulations or related policies, nor should there be in any amendments to the *Education Act*, regulations or related policies; and
 - (e) The Ministry will direct school boards to begin implementing alternative education programs at the beginning of the 2007-08 school year for students who are expelled or on long-term suspensions (of more than five school days) so that they may continue their education.
- 11.1 The Ministry will issue a Policy/Program Memorandum requiring principals and boards to consider the following prior to suspending or expelling a student with a disability:
 - (a) not suspending or expelling a student where the student's behaviour was directly caused by a disability;

- (b) the provision of alternative education where a student with a disability must be removed from the classroom for health, safety or other reasons;
 - (c) the return of the student to his/her regular classroom;
 - (d) consultation with parents around the management of behaviour arising from a disability; and
 - (e) the application of progressive discipline.
15. The Ministry of Education continues to support the principles of PPM 119. The Ministry agrees that any review and reissue of PPM 119 will not reflect a weakened or reduced commitment to the principles of anti-racism and ethnocultural equity. Any reissue of PPM 119 will, at a minimum, direct school board to review their safe schools and discipline policies to ensure that they are consistent with the *Youth Criminal Justice Act* (CYJA), the Code and any amendments to the *Education Act*.
- 31 b) Further to clause 30 of this agreement, the Ministry will invest in resources for teachers to inform them of strategies for the teaching of Black, aboriginal and other racialized students. Principals, guidance counsellors and teachers will be trained in anti-racism principles, consistent with the goals and objectives of PPM 119, in order to ensure student success in accordance with the abilities of the student.

As a result of the settlement, significant changes were made to the *Education Act* and the regulations passed pursuant to the *Act*. These changes will be discussed in greater detail in the next Chapter. Attached as Appendix “F” is a copy of the OHRC settlement with the Ministry.

2.12: Conclusion

The education system has been in a state of flux over the past 15 years. Early attempts to ensure that equity was an integral part of the education system were thwarted by government policies aimed at cost cutting and uniformity. Discretion was replaced by mandated, multi-cultural education was replaced by a “Common Curriculum” and support services for marginalized students were systematically removed. In the end, the school boards were under-funded and under-equipped to address the needs of all of its students. Instead of addressing the needs of troubled youths through counselling or support services, school boards were equipped with mandatory suspensions and expulsions, the use of which led to the OHRC intervening in the hopes of ameliorating the negative impact of the SSA amendments. The TDSB, in an attempt to better address the needs of its students, established two panels aimed at studying and assessing the effectiveness of the TDSB’s safe school policies. Attempts were made to rectify past problems, but as the next Chapter will detail, there are still significant issues that require resolution. It is to these system issues that we now turn.

CHAPTER 3: A CURRENT HEALTH CHECK

3.01 The Shooting Death of Jordan Manners

Limited information is available concerning the circumstances surrounding Jordan Manners' death. For the purposes of this Panel's work, it is enough that a fifteen-year old³⁴ student died of a bullet wound in the hallway of a secondary school in the City of Toronto in the Province of Ontario. The Panel has not sought expert medical advice. But the combination of Jordan Manners' movements in the school on May 23, 2007, the nature of Jordan Manners' bullet wound along with the location in the school hallway where he was found, very strongly suggest that a gun was fired on school property, either inside the school or immediately outside a school building door.

Out of concern with exceeding its mandate and unnecessarily touching on the outstanding criminal proceedings, the Panel has not sought to interview any direct eye-witnesses to the shooting nor has the Panel interviewed the investigating homicide officers. The Panel has interviewed three staff members who first located and attended to Jordan Manners some minutes after he had been shot. In addition, the Panel has closely reviewed a file pertaining to Jordan Manners maintained by Silvio Tallevi, the Vice-Principal at C.W. Jefferys C.I. who had responsibility for him.

On May 23, 2007, Jordan Manners was scheduled to attend four classes³⁵:

1. Period 1 (9:00-10:15 a.m.) - Applied Geography
2. Period 2 (10:20-11:35 a.m.) – Learning Strategies 1
3. Period 4 (12:35-1:50 p.m.) – Visual Arts
4. Period 5 (1:55-3:10 p.m.) – Introduction to Information Technology in Business

The Panel has made inquiries of the C.W. Jefferys staff in respect of Jordan Manners' movements on May 23, 2007 in an effort to determine his whereabouts within the school on that day. Ms. Ferrari, attendance councillor at C.W. Jefferys, advises that she met with Jordan Manners at approximately 1:10 p.m. for the purposes of providing an admit slip and updating his file with respect to contact numbers for his family. The timing of this conversation, being 1:10 p.m., meant that Jordan Manners was in the building and on his way (late for class) to his period four class. The admit slip provided by Ms. Ferrari was required for Jordan Manners to gain admission to his period four class. Jordan Manners did attend his period four class in Room A2.

In the ordinary course, Jordan would have been released from class at 1:50 p.m. and would have five minutes to make his way to his Period five class at 1:55 p.m. The Panel was advised by a student in the Period five class that Jordan Manners was initially present, but that he asked to be excused to use the washroom. Jordan was not recorded as

³⁴ Jordan Manners was born on May 18, 1992. He died 5 days after his fifteenth birthday.

³⁵ Period 3 (11:35 a.m. to 12:35 p.m.) was designated as the lunch period for the school.

being in attendance at the Period five class. The classroom, Room 107, is located on the main floor of the school but in a wing that is below ground level. There is a washroom located close by. The student further advised that Jordan Manners did not return to class and that he next saw Jordan Manners lying in the hallway, one level up on the main floor.

The Panel is unable to trace Jordan Manners' precise movements from the time he left his Period five class to the time that he was found to be in medical distress by a teacher, Eric Colquhoun, at approximately 2:15 p.m. or 2:20 p.m. Mr. Colquhoun was returning to his senior class in Room 106 after delivering his attendance sheet to the main office. At this time, Mr. Colquhoun came upon Jordan Manners at the southern end of the hallway immediately south and west of the cafeteria, adjacent to Room 103, on the ground floor of the school. He was lying on his stomach, with his head oriented in a westerly direction, immediately adjacent to a stairway which leads up to the second floor of the school, below Room 201.

Mr. Colquhoun saw three female youths in the immediate vicinity of Jordan Manners. His first impression was that they were wrestling with an unknown male on the floor. As he got closer, he observed that it was Jordan Manners and he was moving in a jerky, convulsive fashion; he sensed that the female youths did not understand what was occurring. Mr. Colquhoun then realized that the individual on the floor was in medical distress and within seconds recognized him to be Jordan Manners. He asked the female youths what had happened but they seemed confused and did not respond. Mr. Colquhoun then attempted to get a response from Jordan Manners but was unsuccessful.

As his classroom was closer than the office, Mr. Colquhoun returned to Room 106 for the purpose of contacting the main office by intercom. He tried twice to get a response from the main office, but was unsuccessful. He then went back into the hallway and saw Richard Malcolm, one of the school's hall monitors. Mr. Colquhoun had called for Mr. Malcolm to attend several minutes earlier to deal with some students who had been making noise in the hallway outside of his classroom. Mr. Colquhoun alerted Mr. Malcolm to the situation and the latter contacted the office on his handheld radio. They then proceeded back up the stairs to Jordan Manners' location.

Stephanie Frasca, a secretary at the school, received Mr. Malcolm's radio call. She immediately requested that another secretary call 911 and then attempted to retrieve the first aid kit. After trying unsuccessfully to extricate the first aid kit from its drawer, she left the office and ran toward Jordan Manners' location. Upon reaching Jordan Manners, Ms. Frasca checked for a pulse. She noted that he was breathing and seemed to be gasping for breath. Ms. Frasca believed that he was looking at her and was still conscious but he seemed unable to speak. As Ms. Frasca attended to Jordan Manners, she was joined within seconds by Sean Munroe (a special needs assistant) and Kim Casey (the head secretary). Kim Casey had retrieved the first aid kit.

These three staff members, along with Mr. Malcolm turned Jordan Manners onto his side and then onto his back. It appeared that his breathing became more difficult when he was on his back, so he was turned back onto his side. As of this time, no one had noticed any

obvious sign of trauma. Notably, no blood was observed. In response to his apparent breathing difficulties, the staff attempted to remove his jacket and shirt. This was accomplished with the aid of scissors from the first aid kit. Mr. Malcolm noticed a hole in Jordan's jacket as it was being removed but did not realize that Jordan Manners had been shot.

When Jordan Manners' shirt was removed, Ms Frasca immediately noted a "dot" in the middle of his chest. It did not appear to her to be a recent injury. Jordan Manners was still breathing at this stage, some five minutes after the radio call to the office, his eyes were blinking and he appeared to be attempting to lift his arm. The staff members attempted to keep him comfortable, fanning his face area with a sheet of cardboard and placing an icepack behind his neck.

Prior to the arrival of the ambulance, Ms Frasca observed a student from C.W. Jefferys C.I., in the hallway adjacent to Jordan Manners. He was speaking on a cellular phone. Ms. Frasca understood him to be attempting to contact Jordan Manners' family. This student is one of the youths who have been charged in relation to Jordan Manners' death and will not be identified in this Report (he will be referred to as Student "A").

Approximately ten minutes after 911 was called, the ambulance arrived. Two EMS personnel initially attended to Jordan Manners' location. Ms. Frasca alerted them to the mark on his chest. She told them that it might have been caused by a firecracker. There had been several incidents the previous day (the day after Victoria Day), with firecrackers being discharged in the hallways. One of the EMS personnel advised that he believed the mark was a gunshot wound.

The first-arriving EMS personnel attended to Jordan Manners for approximately ten to fifteen minutes at the school. CPR was commenced. At some point, additional EMS personnel arrived. Jordan Manners was taken from the school on an ambulance gurney through an exit at the northern end of the building.

Police officers attended proximate to the departure of the ambulance. The officers directed staff to close off the hallway in which Jordan had been located. The school lockdown procedure was invoked and remained in effect until approximately 6:00 p.m.

Ms. Frasca attended at the main office. She observed Student A in a conference room in the main office area. He appeared to be in a state of panic, making numerous calls on his cellular phone. Ms. Frasca observed him crying at one stage. Four days later, on May 28, 2007, Student A along with another 17 year-old youth were arrested in connection with Jordan Manners' death.

3.02: A Health Check of C.W. Jefferys C.I.

A. Survey of Student Perspectives at C.W. Jefferys C.I.

Abstract: *In June 2007 the Panel successfully administered a school safety survey to 423 students at C.W. Jefferys. This sample represents 56% of all students enrolled in the school at that time. The results suggest that, with the exception of the period immediately following the shooting of Jordan Manners, most C.W. Jefferys students feel very safe or fairly safe at their school. Indeed, despite the Jordan Manners tragedy, most C.W. Jefferys students feel that their school is actually safer than other high schools in Toronto. Other positive findings include the fact that most respondents feel that the teachers and students at their school get along. A high proportion of respondents also feel that teachers at C.W. Jefferys sincerely care for their students. Finally, qualitative comments suggest that many C.W. Jefferys students are fiercely proud of their school and feel that it has been unfairly given a bad reputation.*

Despite these optimistic results, the survey also indicates that a large proportion of C.W. Jefferys students think that there are serious problems at their school. These problems include disorder in the hallways, students who talk back and disrespect their teachers, discrimination by teachers against students and the presence of weapons, drug dealing and gangs within the school. The results of the survey also indicate that a significant proportion of the students who participated in the study have been the victim of threats, physical assaults, theft, sexual assaults, gun threats and other types of crime – both inside and outside of school. The Panel stresses, however, that the levels of victimization observed in this study are quite consistent with the findings of other high school victimization surveys conducted in Toronto and other North American cities over the past decade. Thus, we feel it would be premature to state, at this time, that C.W. Jefferys is more violent or crime-ridden than other schools in the Toronto area.

The survey also found that the vast majority of students at C.W. Jefferys will not talk to the police or school officials about crimes they have witnessed or even their own victimization experiences. Reasons for not reporting include fear of the offenders, fear of the police and a belief that the police can't provide protection from retaliation. It is also clear that part of the problem may be rooted in an emerging youth culture that enforces a "code of silence" and calls for youth to "stop snitching."

C.W. Jefferys students support a wide range of school safety initiatives. They are particularly supportive of increased extra-curricular programming, increased counselling for troubled youth, the increased use of security cameras and increasing the presence of security staff (hall monitors) within the school environment. They are somewhat less

supportive of initiatives like installing metal detectors, allowing the police to search student lockers and creating one way in and out of the school.

Finally, the survey also found strong evidence that the perception of racism is a major concern at C.W. Jefferys – particularly among black students. Indeed, the majority of black students perceived racial bias with respect to grading and disciplinary practices and felt that teachers treated some students better than others. Many black students also perceived racism outside of the school environment.

3.02.01: Introduction

As discussed in the Interim Report, one of the main objectives of the School Community Safety Advisory Panel was to document the attitudes, opinions and experiences of the students at C.W. Jefferys Collegiate Institute (“C.W. Jefferys”) –with a specific focus on their feelings towards issues of school safety. The Panel immediately realized that there was an extremely brief window of opportunity to accomplish this goal. Indeed, the school year was scheduled to end on June 22nd – a mere two and half weeks after Julian Falconer was announced as Panel Chair. After the school year ended, Panel members felt it would be much more difficult, if not impossible, to study the attitudes and experiences of a large number of C.W. Jefferys’ students. It was quickly decided therefore, that along with face-to-face interviews with specific student stakeholders (described above), the Panel should embark on a survey of all students at C.W. Jefferys. Under the circumstances, a survey was believed to be the best strategy for reaching the largest number of students in a short period of time. Previous social research also shows that, because they are anonymous, surveys are a good method for collecting information from youth on sensitive topics. Indeed, some young people may be reluctant or embarrassed to discuss sensitive issues during face-to-face interviews with adult authority figures.

On Friday, June 8th, 2007, members of the Panel met with Professor Scot Wortley from the Centre of Criminology, University of Toronto and discussed the possibility of conducting a survey of students at C.W. Jefferys within the next two-week period. Professor Wortley subsequently agreed to consult with the Panel on this project. Professor Wortley and the Panel staff worked together to develop a questionnaire between June 11th and June 17th, 2007. A first draft of the questionnaire was pre-tested on Panel staff on Saturday, June 16th. The final, edited version of the questionnaire was printed on Sunday, June 17th. The questionnaire was administered, with the help of the teachers at C.W. Jefferys, to the students on Monday, June 18th and Tuesday, June 19th, 2007. In other words, this survey went into the field approximately one month after the shooting death of Jordan Manners.

Following the two-day data collection period, information from student questionnaires was entered into a statistical analysis program (SPSS) for analysis. Data entry and cleaning took approximately three weeks to complete. A preliminary analysis of the survey results was prepared by Professor Wortley and delivered to the Safety Panel in

order to aid in the development of the Interim Report. The purpose of this Chapter is to provide a more detailed presentation of previously released data and to highlight additional findings that were not discussed in the Interim Report.

3.02.02: Methodology

As mentioned above, the students were asked to complete the questionnaire over a two-day period in mid-June, 2007. Students either completed the questionnaire in their classrooms or in the school cafeteria. Both teachers and members of the research team supervised the administration of the survey. After a brief introduction that outlined the purpose of the study and the nature of the questions, students were given a copy of the questionnaire and a blank envelope. They were instructed not to put their name or other identifying information on either the questionnaire or the envelope. Before they began to answer the questionnaire, the students were informed that the survey was completely confidential and that members of the research team would never be able to identify which student filled out which questionnaire. Students were instructed not to put their names on the questionnaire or the envelope in which the questionnaire came. They were also told that they did not have to answer any questions that they did not wish to answer and that they could end their participation in the study, at any time, without consequences.

The students were then given an opportunity to ask any questions they had about the survey and told that if they had any questions while they were completing the survey that they should raise their hand and consult a member of the research team. Finally, the students were instructed to put their completed questionnaire into the envelope, seal the envelope and hand in the questionnaire to a member of the research team. This procedure was designed to increase student confidence that nobody at the school (teachers, administrative staff or other students) would ever get the opportunity to read their answers and that nobody from the research team would examine their questionnaire until after they had left the school. It was felt that this procedure would ensure the students' privacy and subsequently increase the probability that they would answer the questions honestly. After collecting completed questionnaires, all surveys were handed over to Professor Wortley for data entry and data cleaning.

The research team was able to collect 459 completed questionnaires over the two-day period. However, during the data entry stage, it was determined that 36 of these 459 questionnaires (7.8%) were unusable. These unusable questionnaires were either incomplete or had not been filled out properly (i.e., the student had answered "I don't know", to every question). After eliminating the unusable questionnaires, we were left with a final sample of 423 respondents. School records indicate that there were 838 students enrolled at C.W. Jefferys at the beginning of the school year. Based on this estimate, we calculate that our survey was completed by approximately half of the students (50.5%) who attended C.W. Jefferys during the 2006-2007 academic year. We feel that this is an impressive achievement considering the incredibly short time between the project's conception and the time the project entered the field (approximately 8 days). However, we must address the issue of why we were not able to reach an even higher

number of students. We know that students decided not to participate in the survey for a variety of reasons. Some could not participate because they were actually writing exams. Other students indicated that they wanted to participate but needed to study for exams that were being held later in the day or later that week. Finally, some students did not participate because they felt the survey would take too long to complete or they simply were not interested in taking part in this research project. Nonetheless, an analysis of the general characteristics of the students who did participate, in our opinion, increases confidence that we were able to capture a true cross-section of the student population at C.W. Jefferys.

3.02.03: Sample Description

Table One-A provides a basic demographic profile of our sample. Males and females are equally represented (49% male, 51% female). In addition, all age groups and Grades appear to be well represented. Approximately 29% of the respondents are in Grade 9, 28% are in Grade 10, 23% are in Grade 11 and 20% are in Grade 12. Almost half of the sample (43%), was born outside of Canada and 40% have a first language other than English. The sample is also quite racially and ethnically diverse, which is consistent with the school's demographic profile. (see discussion below) Over a third of the survey respondents (35%), self-identified as Black or African Canadian, 20% as Asian, 28% as South Asian, 8% as "other" racial minority backgrounds (including a large number of multi-racial individuals) and 5% self-identified as West Asian. One out of every twenty students in the sample (5%) self-identified as White.

The data (see Table One-A) also indicates that a large proportion of C.W. Jefferys' students come from a disadvantaged social background. For example, a third of the sample currently lives with only one parent (usually their mother). Only 60% reside with both parents. Furthermore, one out of every five students in the sample (22%) indicated that they currently reside in a public housing project and 16% of our respondents consider themselves to be poor, or very poor. Nonetheless, it should be noted that, despite their relatively disadvantaged status, 80% of the students in the survey plan to graduate from high school and attend either university (61%), or community college (18%). This finding is consistent with the excellent academic reputation that C.W. Jefferys has within the Toronto school system.

In summary, we feel that the characteristics of our survey respondents are consistent with the characteristics of the larger student population at C.W. Jefferys and that the sample is generally consistent with the profile of other youth residing in the wider "Jane-Finch" community. This conclusion is bolstered by a comparison of our sample with the sample of C.W. Jefferys students produced by the 2006 Toronto District School Board Census. (see Yau and O'Reilly 2007) For example, in the School Board Census, 30% of C.W. Jefferys' students self-identified as Black, compared to 35% of our respondents. Similarly, according to the Census results, 30% of C.W. Jefferys' students are South

Asian and 22% are Asian.³⁶ By comparison, 28% of our sample of C.W. Jefferys students are South Asian³⁷ and 20% self-identified as Asian. Both the Census and our survey results indicate that relatively few white students attend this school (6% according to the Census and 5% according to the survey). Further analysis suggests that the two samples are also very similar with respect to both age and grade distribution, gender and social class background.

3.02.04: Perceptions of Neighbourhood Crime

We asked our respondents four different questions about the level of crime in their neighbourhood or community. (see Table One-B) Many students at C.W. Jefferys (20%) admit that they live in a neighbourhood with a lot of crime and 28% indicate that they live in a community with an average or “normal” amount of crime (of course it is difficult to determine their comparison communities). Gang activity appears to be a particular source of concern. A third of our respondents (31%) indicate that gangs are a “big problem” or a “very big problem” in their neighbourhood. An additional 35% indicate that gangs are either a “problem” or a “small problem.” Only 17% indicate that gangs are not a problem at all. Furthermore, 12% of our sample actually admits that they themselves used to be a member of a gang and one out of every twenty students (5%) indicates that they are a current gang member. Disturbingly, exposure to guns also appears to be a relatively common occurrence in the lives of many of our respondents. Indeed, while 41% claim that they *never* hear gunshots in their neighbourhood, 59% claim that they hear guns at least once per year. In fact, one out of every five C.W. Jefferys’ students (18%) claims that they hear gunshots in their neighbourhood at least once per month.

3.02.05: Racial Differences in Student Backgrounds

As discussed above, C.W. Jefferys is a very diverse high school consisting of students from a variety of different racial and ethnic backgrounds. Further analysis reveals major differences in the demographic and neighbourhood characteristics of students from different racial backgrounds. (see Table 1C) For example, South Asian (74%) and West Asian students (84%) are much more likely to report that they were born outside of Canada than students from other racial backgrounds. Similarly, South Asian, Asian and West Asian students are more likely to report English as a second language than either Black students or white students.

Other results strongly suggest that, in general, the Black students at C.W. Jefferys come from more socially disadvantaged backgrounds than students from other racial minority groups. For example, only 38% of Black respondents claim that they live with both

³⁶ The Asian category includes those of East Asian (Chinese, Korean, etc.) and South-East Asian (Vietnamese, Cambodian, etc.) backgrounds.

³⁷ The South Asian category includes South Asians and those with a Indo-Caribbean background (mainly from Guyana).

parents, compared to 84% of West Asian students, 83% of South Asian students and 77% of Asian students. Similarly, 35% of Black students report that they live in a housing project, compared to 6% of South Asians, 11% of West Asians and 12% of Asians. Finally, Black students are much more likely to report both current and former gang involvement than students from all other racial groups. Compared to students from other racial groups, Black students are also more likely to report that they have friends who are current gang members.

TABLE ONE-A: Respondent Characteristics

Characteristics	Number of Students	Percent of Students
<i>Gender</i>		
Male	209	49.4
Female	214	50.6
<i>Age</i>		
14 years of age or younger	88	20.8
15 years of age	99	23.4
16 years of age	105	24.8
17 years of age	69	16.3
18 years of age	45	10.6
19 years of age or older	17	4.1
<i>Racial Background</i>		
Black	148	35.0
South Asian	118	27.9
Asian	84	19.9
Other Racial Minority	32	7.6
West Asian	19	4.5
White	22	5.2
<i>Current Grade</i>		
Grade 9	122	28.8
Grade 10	117	27.7
Grade 11	99	23.4
Grade 12	85	20.0
<i>Place of Birth</i>		
Canada	241	57.0
Outside of Canada	182	43.0
<i>First Language</i>		
English	257	60.8
Other Language	166	39.3
<i>Family Situation</i>		
Lives with both parents	255	60.3
Lives with mom only	123	29.1
Lives with dad only	16	3.8
Other living situation	29	6.9

Characteristics	Number of Students	Percent of Students
<i>Type of Community</i>		
Very poor or poor	66	15.8
Average or middle-class	240	56.7
Above average or wealthy	38	9.0
Don't know	78	18.4
<i>Type of Residence</i>		
Lives in a housing project	92	21.7
Other rented or owned residence	137	32.4
Don't know	192	45.9
<i>Educational Goals</i>		
Drop out before graduation	5	1.2
Graduate high school	65	15.4
Community college	75	17.7
University	257	60.8
Don't know yet	21	5.0

Sample Size=423

TABLE ONE-B: Indicators of Crime Issues in the Respondents' Community or Neighbourhood

Characteristics	Number of Students	Percent of Students
<i>Level of Crime in Community</i>		
No crime	53	12.5
A little crime	109	25.8
An average amount of crime	117	27.7
A lot of crime	84	19.9
Don't know	60	14.2
<i>Gang Presence in Community</i>		
A very big problem	73	17.3
A big problem	58	13.7
A problem	81	19.1
A small problem	69	16.3
Not a problem at all	71	16.8
Don't know	71	16.8
<i>How Frequently Students Hear Gun Shots in Their Community</i>		
Never	173	40.9
Almost Never	68	16.1
A few times a year	76	18.0
At least once a month	53	12.5
At least once a week	24	5.6
Don't know	29	6.9
<i>Gang Involvement</i>		
Never in a Gang	342	80.9
Used to be in a gang	51	12.1
Currently in a gang	22	5.2
Refused to answer	8	1.9
<i>Contact with Gang Members</i>		
Does not know any gang members	176	41.6
Knows 1 or 2 gang members	54	12.8
Knows several gang members	61	14.1
Knows many gang members	61	14.4
Not sure if knows gang members	64	15.1
Refused to answer	7	1.7

Sample Size=423

TABLE ONE-C: Selected Racial Differences in Respondents' Personal and Community Characteristics
(only statistically significant racial differences displayed)

Characteristic	Black	Asian	South Asian	West Asian	Other Racial Minority	White
% Born Outside of Canada	32.7	20.5	73.8	84.2	47.2	22.7
% with English as 1 st language	90.5	46.2	32.5	5.3	59.7	77.3
% who live with both parents	38.1	76.9	83.3	84.2	56.9	54.5
% who live with their mother only	48.3	11.5	10.7	10.5	34.7	22.7
% who live in a poor community	23.6	15.4	4.8	15.8	19.3	9.1
% who live in a housing project	35.1	18.2	6.0	10.5	21.1	18.2
% who plan to go to university	54.1	70.5	67.9	57.9	56.3	63.4
% who feel that there is a lot of crime in their community	23.0	24.4	14.3	22.2	20.0	4.5
% who have ever been the member of a gang	24.1	9.2	13.2	10.5	20.0	18.2
% who claim that they are currently the member of a gang	6.9	1.3	4.8	0.0	7.1	9.1
% who claim that they know at least one or two gang members	51.1	41.6	25.2	26.3	47.2	50.0
Sample Size	148	78	118	19	32	22

3.02.06: Student Perceptions of Problems at School

The survey began by exploring the respondents' general perceptions of specific problems or issues that *may* or *may not* exist at C.W. Jefferys Collegiate. We first provided the students with a list of issues that sometimes take place within Canadian high schools. We then asked them to indicate whether they thought these issues were a problem at C.W. Jefferys. Response options ranged from "A very serious problem" to "Not a problem at all". (see Question B1 –Appendix K) The specific problems identified in the survey were informed by our initial consultations with student and teacher stakeholders at C.W. Jefferys (discussed in the previous section of this report). However, other items were extracted from previous student surveys conducted in Canada and the United States.

The results indicate that theft, bullying and students who bring weapons to school are the three activities that are the most likely to be identified as "serious" or "very serious" problems by the students at C.W. Jefferys. (see Table 2 and Figure 1) For example, over two-thirds of the respondents (67%) feel that "students who steal from other students" is a serious (or very serious) problem at their school. Similarly, 60% of the respondents believe that students "who bring weapons to school" is a serious problem.³⁸ Sixty percent also think that "students who pick on or bully other students" is a serious problem.

³⁸ For purposes of discussion, the term "serious problem" will be used to describe those who think a particular issue is a "very serious" or a "serious problem" at their school.

It is important to note that over 40% of the respondents believe that weapons are a “very serious” problem at C.W. Jefferys. (see Table 2) An additional 18% feel that weapons are a “serious” problem. By contrast, only 9% think that weapons are “not a problem at all.” This finding, however, should be interpreted with caution. First of all, these figures may be somewhat inflated because of concerns in the wake of the recent shooting death of Jordan Manners. Obviously, in that case, a firearm did make it into the school and a student was fatally wounded. Thus, we must at least consider the possibility that this incident significantly increased the number of students who feel that weapons are a problem at C.W. Jefferys. Unfortunately, we do not know how these same respondents would have answered the weapons question prior to the Jordan Manners tragedy. It is also difficult to determine exactly what students mean when they state that weapons are “a serious problem.” Are the respondents trying to tell us that many of their fellow students carry weapons to school on a regular basis? An alternative explanation is that that only a few students actually bring weapons to school, but the respondents feel that this small minority represents a serious threat to their personal safety. The issue of weapons will be explored further in a subsequent section of this Report. In the meantime, it is reasonable to conclude that, at the time of the survey, the majority of students at C.W. Jefferys appeared to be concerned about the presence of weapons in their school.

The results of the survey further suggest that the majority of respondents are also concerned with other forms of violence and criminality at their school. For example, 55% feel that fighting is a serious problem at their school and 51% think that illegal drug use is a serious problem. Similarly, almost half of the C.W. Jefferys students who responded to our survey (49%) believe that drug dealing is a serious problem at their school and 46% believe that gangs are a serious problem (see Figure One). However, it appears that there is somewhat less concern about gangs than other types of crime and violence. For example, while 42% of respondents believe that weapons are a “very serious” problem at C.W. Jefferys, only 18% believe that gangs are a “very serious” problem.

Despite the fact that many respondents appear to be concerned with problems of crime and safety at their school, the survey also identified other significant student concerns. The apparently poor relationship between many students and teachers is particularly troublesome. For example, over half of the respondents (57%) feel that “teachers who don’t listen to students” is a serious or very serious problem at their school. Similarly, half of all student respondents (49%) feel that there is a serious problem with “teachers who do not care about their students” and 46% feel that there is a serious problem with “racial discrimination by teachers against students.” Finally, 44% of the respondents feel there is a serious problem with “teachers who punish students without a good reason” and 44% think there is a serious problem with teachers “who mark too hard.” It is important to note, however, that student respondents do not place all of their concern on teacher behaviour. Indeed, over half of the respondents (55%) feel that “students who talk back to teachers” is a serious or very serious issue at their school. Clearly, this constellation of findings lends support to stakeholder claims, put forth during initial consultations, that there has been a serious deterioration in student-teacher relations at C.W. Jefferys over the past few years.

It is also important to note that almost half of the respondents (48%) feel that there is a serious problem at their school with “students who gossip or spread rumours about other students.” This finding helps put the other results into context. Although our student respondents are quite concerned about “important” issues related to school safety and student-teacher relations, a significant proportion are also concerned with more “common” adolescent issues concerning peer group relationships. Nonetheless, the findings with respect to the gossip issue should not be dismissed. Previous research has suggested that gossip is a form of verbal aggression or bullying that can have a negative impact on student self-esteem and feelings of personal safety. Furthermore, gossip sometimes leads to personal disputes that can escalate into physical violence.

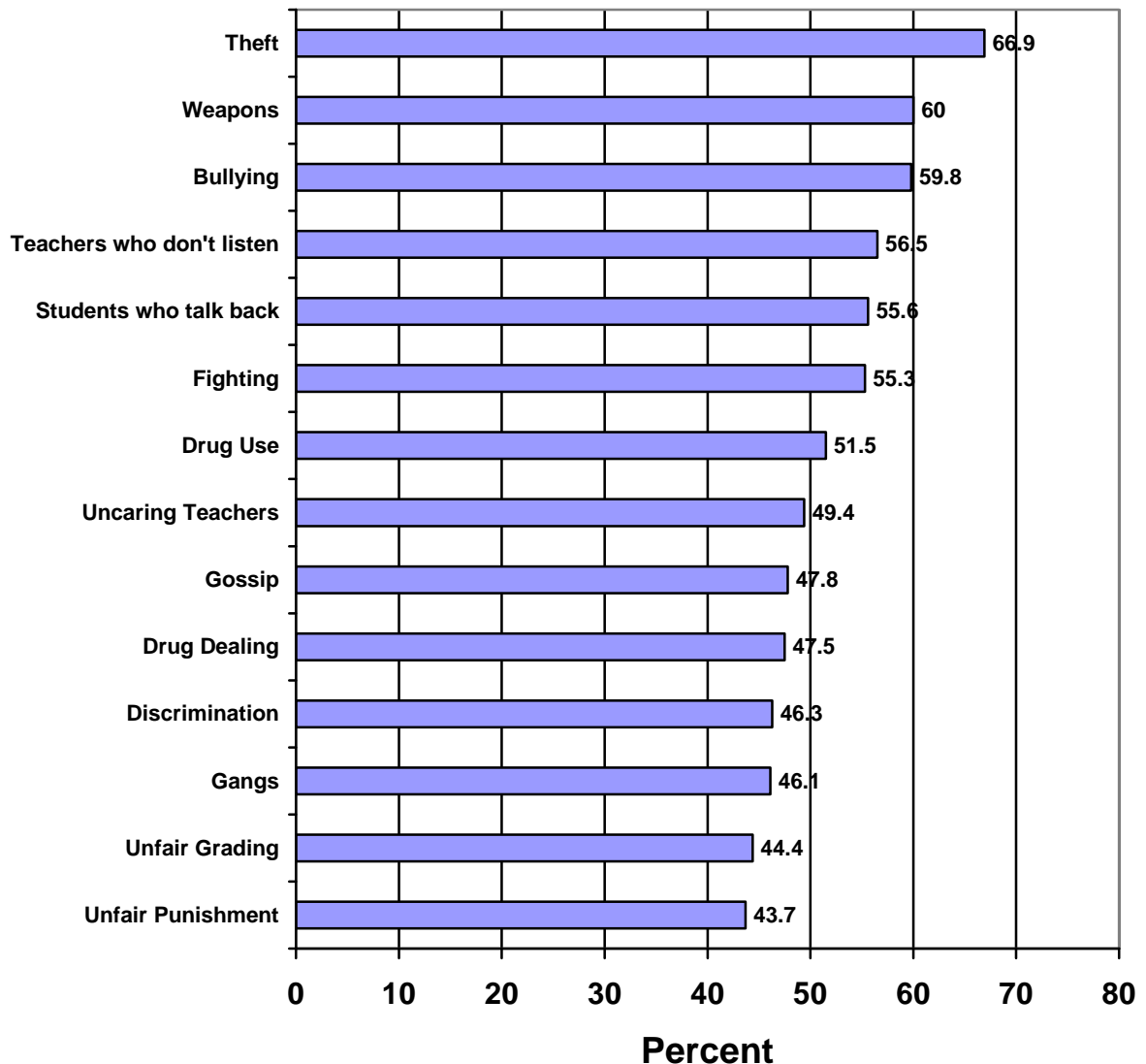
Finally, relatively few gender or ethnic differences emerged with respect to the identification of problems at C.W. Jefferys. However, female respondents are somewhat more likely to claim that fighting, bullying and gossip are serious problems at their school than male respondents. For example, 64% of female respondents feel that fighting is a serious problem at C.W. Jefferys, compared to only 47% of male respondents. Similarly, Asian, South Asian and West Asian students are more likely to identify theft, drug use and drug dealing as serious problems than students from other racial groups. All other gender and racial differences do not reach statistical significance.

TABLE TWO:
Percent of Students Who Feel that Various Issues are a Problem
at Their School

TYPE OF PROBLEM	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem At All	Don't Know
Students who bring weapons to school.	41.6	18.4	18.4	9.0	12.6
Students who steal things from other students.	37.6	29.3	19.9	6.1	7.1
Students who pick-on or bully other students.	31.9	27.9	21.3	13.0	5.9
Racial discrimination by teachers against students.	31.4	14.9	17.0	20.8	15.8
Teachers who don't listen to what students have to say.	30.7	25.8	23.6	10.6	9.0
Students who try to sell drugs to other students.	29.1	18.4	20.6	15.1	16.8
Fighting between students.	27.7	27.7	29.3	9.5	5.9
Teachers who do not care about students.	25.8	23.6	24.6	17.3	8.7
Students who talk back to teachers.	25.1	30.5	28.8	7.3	8.2
Students who gossip or spread rumours about others.	25.1	22.7	31.4	11.8	9.0
Students who use illegal drugs at school.	23.2	28.4	28.4	7.8	12.3
Teachers who punish students for no good reason.	22.2	21.5	25.8	19.1	11.3
Teachers who mark too hard.	22.2	22.2	35.5	13.9	6.1
Youth Gangs.	18.2	27.9	30.7	9.9	13.2

Sample Size=423

FIGURE 1:
Percent of Students Who Feel that Specific Issues are a "Very Serious" or "Serious" Problem at Their School



The second strategy that we used to identify potential problems at C.W. Jefferys was to present our student respondents with a series of statements about their school and ask them whether they agreed or disagreed with each of these statements. Response options ranged from “strongly agree” to “strongly disagree.” (see Question B2 – Appendix K). Responses to these questions are presented in Table 3 and Figure Two.

Some of the findings support specific arguments made by teachers during our initial consultations. To begin with, three out of every four student respondents (75%) agrees or

strongly agrees that “students often hang out in the halls and make noise when classes are on.” This is consistent with teacher claims that there are serious problems with student noise and disorder in the hallways during class-time and that some students wander or hang out in the halls without consequences. Furthermore, the vast majority of student respondents (75%) agree that “many students at C.W. Jefferys do not respect their teachers.” Similarly, 70% of the student respondents agree or strongly agree that “some students at my school just won’t do what their teachers tell them to do.” This is consistent with the argument that, in some cases, there has been a breakdown in the traditional student-teacher relationship at C.W. Jefferys. Indeed, according to the student respondents themselves, many students at C.W. Jefferys apparently disrespect their teachers and are apparently willing to question or challenge their authority. Clearly, if such a situation exists, it could have serious consequences with respect to school discipline, order, and safety.

Although many respondents appear critical of the behaviours and attitudes of some of their fellow students, additional findings suggest that many respondents feel that the teachers must shoulder at least some of the blame for any breakdown in student-teacher relations. For example, approximately two-thirds of the respondents (63%) agree or strongly agree that “some teachers do not know how to talk to their students.” It is also somewhat disturbing to note that a third of the student respondents agree or strongly agree that “In general, the teachers at my school do not respect the students”. It is important to note that Black students are significantly more likely to perceive teacher disrespect than students from other racial backgrounds. For example, 41% of the Black respondents agree or strongly agree that the teachers at C.W. Jefferys do not respect their students, compared to only 16% of Asian respondents, 18% of white respondents and 21% of South Asian students. These racial differences are statistically significant.

Fortunately, the findings with respect to teacher-student relations at C.W. Jefferys are not all negative. For example, the majority of the students surveyed (60%) agree or strongly agree that “the teachers at my school care about what happens to their students.” The majority of respondents (56%) also agree or strongly agree that “most of the students and teachers at my school get along.” Finally, over 40% of the students surveyed agree or strongly agree that “the teachers at my school treat everyone fairly”. It must be noted, however, that the data suggest that Black students at C.W. Jefferys are not as optimistic about their relationships with teachers as students from other racial backgrounds. For example, only 33% of the Black respondents agree that teachers treat everyone fairly, compared to 65% of West Asian respondents, 55% of white students, 54% of South Asian students and 49% of Asian students. Similarly, only half of the Black respondents (53%) agree that most of the students and teachers at C.W. Jefferys get along, compared to 73% of white students, 70% of West Asian students, 66% of Asian students, and 63% of South Asian students. These racial differences are statistically significant.

Finally, we asked a series of questions about the presence of “outsiders” at C.W. Jefferys during the school year. During our initial consultations, a number of stakeholders had expressed a concern that people who are not students at C.W. Jefferys (outsiders) often visit the school and that these people sometimes represent a serious security threat. The

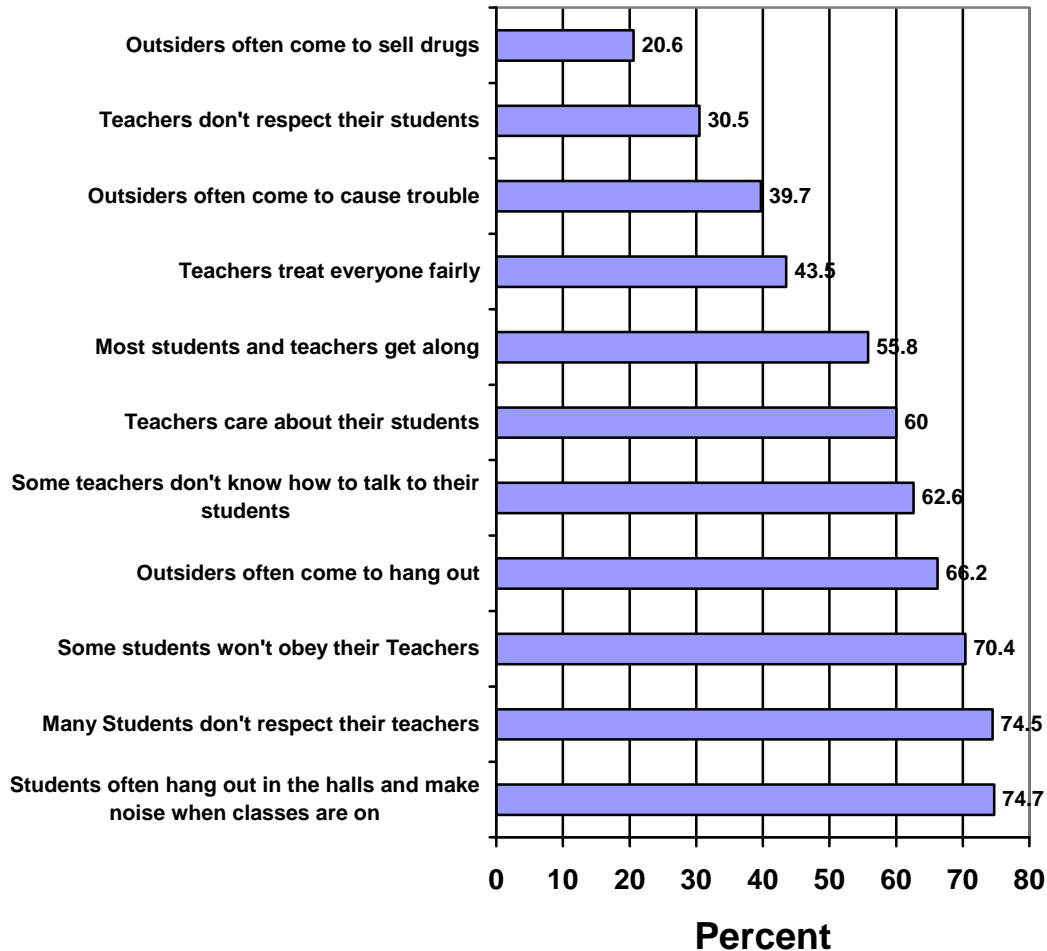
results suggest that while outsiders may often visit the school, only a minority of students feel that they represent a serious threat to school safety. For example, two-thirds of the students (66%) agree or strongly agree that “people from outside my school often come to visit their friends and hang out.” However, only 40% agree or strongly agree that outsiders “often come to my school to cause trouble” and only 21% agree that outsiders “often come to sell drugs at my school.”

TABLE THREE:
Percent of Students Who Agree or Disagree with Various
Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
There are many students at my school who do not respect their teachers.	31.2	43.3	12.3	5.7	7.6
Students often hang out in the halls and make noise when classes are on.	28.1	46.6	14.2	5.7	5.4
People from outside my school often come to visit their friends and hang out.	24.8	41.4	12.3	5.0	16.5
Some students at my school just won't do what the teachers tell them to do.	22.9	47.5	9.5	7.6	12.5
Some teachers at my school do not know how to talk to their students.	20.3	42.3	17.5	8.7	11.1
The teachers at my school care about what happens to the students.	18.0	37.8	20.6	9.2	14.4
Most of the students and teachers at my school get along.	14.9	45.2	21.3	6.4	12.3
People from outside my school often come to the school to cause trouble.	12.5	27.2	30.5	7.1	22.7
Teachers at my school treat everyone fairly.	11.6	31.9	36.9	9.9	9.7
People from outside my school often come to sell drugs at my school.	8.0	12.5	24.3	14.9	40.2
In general, the teachers at my school don't respect the students.	7.8	22.7	42.8	14.4	12.3

Sample Size=423

FIGURE 2:
Percent of Students Who "Agree" or "Strongly Agree"
with Various Statements About Their School



The third strategy that we used to identify potential problems at C.W. Jefferys was to ask our student respondents how frequently they thought certain behaviours or activities occurred at their school (see Questions B3 to B10 – Appendix K). Response options ranged from “Almost every day” to “Never or almost never.” The results strongly suggest that hallway disorder and students who talk back to teachers are the most commonly occurring problems at C.W. Jefferys (see Figure 3 and Table 4). For example, 57% of the respondents report that, in their opinion, students hang out in the halls and make noise during class “almost every day.” Overall, three out of every four respondents (73%) feel that such hallway disorder occurs at least once per week. Similarly, more than a third of the respondents (35%) feel that students at their school talk back or act rudely towards teachers almost every day. Overall, two-thirds of the respondents (62%) maintain that students talk back or act rudely towards teachers at least once per week.

According to the student respondents, other types of problems occur much less frequently. For example, while 73% of the respondents feel that hallway disorder and student disrespect of teachers occurs at their school on a weekly basis, only 36% feel that the unfair treatment of students by teachers occurs at this rate. Similarly, only 30% of students feel that bullying occurs at their school at least once per week and only 29% feel that students are unfairly punished on a weekly basis.

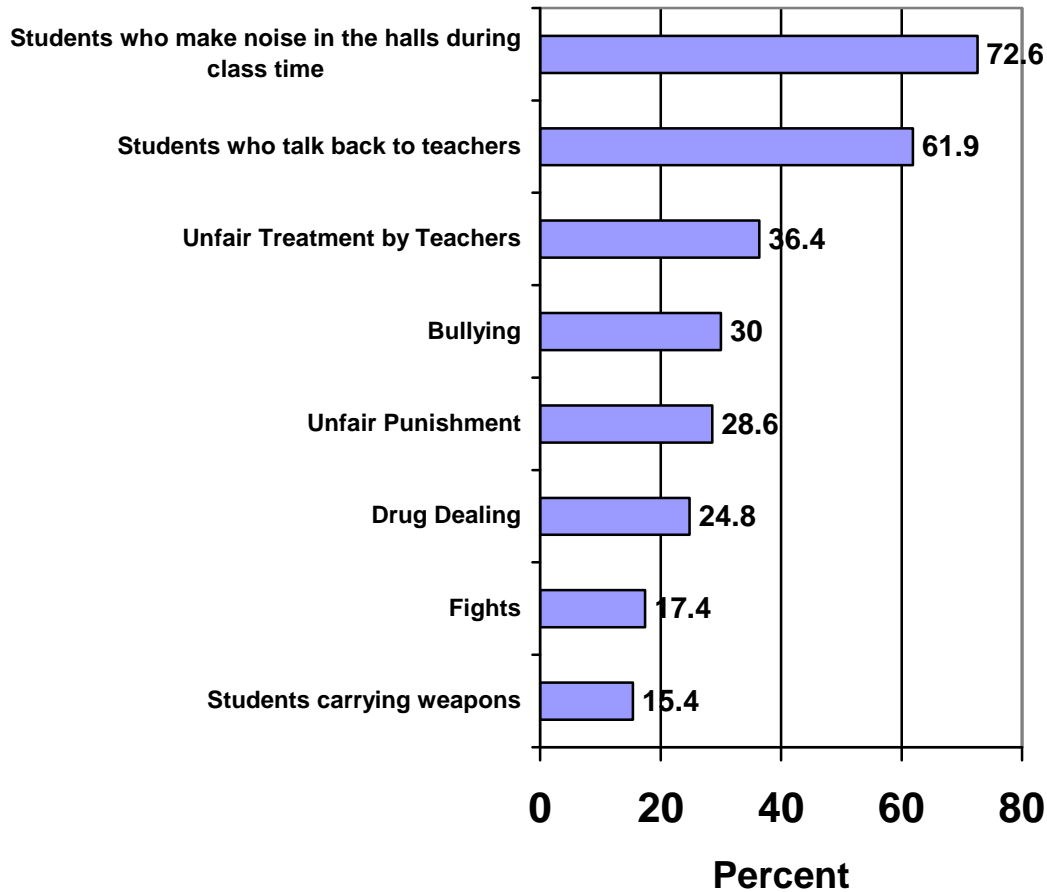
Further analysis reveals that most students think that serious criminality and violence are not regular occurrences at their school. Nonetheless, there is a significant minority who feel that such behaviours are relatively common. For example, one out of every four respondents (25%) feels that drug dealing takes place at their school on a weekly basis, 17% feel that fights between students happen at least once per week and one out of ten respondents (11%) believes that students carry weapons to school every day. It is extremely important to note that almost half of the respondents claim that they actually “*don’t know*” how often drug dealing takes place at their school or how frequently students bring weapons into the school environment. Thus, while the majority of students claim that both drug dealing and weapons are a problem at their school (see discussion above), one out of every two cannot accurately estimate how frequently these behaviours take place. This finding suggests that, unlike hallway disorder and student disrespect for teachers, most C.W. Jefferys’ students do not encounter drug dealing or weapons at their school on a regular basis. This is not to say that these issues are not a cause for concern. However, based on the responses to the above questions, it appears that open criminality and violence at school are *not* part of the everyday experiences of the majority of students at C.W. Jefferys Collegiate.

TABLE FOUR:
Student Perceptions About How Frequently Specific Activities Take
Place at Their School

ACTIVITY	Almost Every Day	At Least Once per Week	At Least Once per Month	A Few Times a Year	Never Or Almost Never	Don't Know
How often do students hang out in the halls and make noise while classes are on?	56.5	16.1	5.9	5.2	8.0	8.3
How often do students talk back or act rudely to teachers?	35.2	26.7	12.8	9.0	6.1	10.2
How often do teachers treat students unfairly?	16.1	20.3	9.0	13.2	16.5	24.8
How often do students get picked on or bullied?	15.8	14.2	12.5	12.3	20.3	24.8
How often are students punished unfairly?	12.5	16.1	15.1	9.9	17.7	28.6
How often do students sell drugs?	15.8	9.0	5.2	5.7	17.3	47.0
How often do students bring weapons to school?	11.1	4.3	6.6	7.1	23.6	47.3
How often do students get into fights?	3.5	13.9	31.7	29.1	10.9	10.9

Sample Size=423

FIGURE 3:
Percent of Students Who Feel That Certain Activities
Take Place at Their School Once per Week or More



Other Problems

We concluded this section of the student questionnaire by asking our respondents: “Are there any other problems at your school that you have not told us about? If there are other problems – please tell us about them.” A text box was then provided for the students to write in their answers. (see Question B11 – Appendix K)

The responses to this open-ended question often mirrored the concerns or themes identified through our initial stakeholder consultations. For example, a number of respondents expressed the opinion that poor student behaviour is often ignored or tolerated at C.W. Jefferys. Others felt that this lack of student discipline and accountability has had a negative impact on the school and has contributed to problems of

disorder and safety. The following statements from the student respondents illustrate this point of view:

There is smoking outside of the school, whether it be drugs or cigarettes is gross. At the back of the building there are kids selling drugs. Before the Jordan accident there were kids right under Room 310 selling drugs. Everyday there was kids smoking and nobody did anything.

There is disruption everywhere at this school. It is easy to simply walk in with whatever you want.

Skippers are a problem at this school. They are the ones hanging in the halls or out front. They are the ones that are failing and causing everything bad. They get away with it.

Every period there are students that hang in the hallway. Many students and teachers are transferring away next year.

Hall monitors and other authority figures do not enforce the rules but mingle with students.

There is little discipline in the school. Teachers don't know how to relate to students. Students have life too easy so they see no point in working hard or following the rules to get what they want.

There are not enough rules at this school and there is not enough enforcement of the rules we currently have.

Please have enforcement of rules at the school. It is heartbreaking to see students treat teachers like trash and the disrespectful way students talk to them. Everyone knows that no matter what they do they will be let off easily. Calls home have very low effectiveness.

Fairness aside, bad students are never punished.

Students at this school often engage in rudeness, intimidation and promiscuity.

Students smoke weed in the stairwells. They smoke weed on school property. Nothin ever happens.

Some of the students at this school have no respect for the school or the teachers. They are here to fool around, chase girls and sell drugs. The teachers are too afraid of them. They get away with everything. Schools need more rules so the good kids can get on with their lives.

Students don't follow the rules because the school is too soft.

Students talk back to teachers and some teachers rarely do anything.

There is no authority. Students go around disrespecting everyone. The new vice principle can't control them. There is no discipline.

There were a few locker break-ins and there was no police investigation!!

Those who cause trouble and harm are rarely punished, issues are just ignored.

Other students were more concerned with the attitudes and behaviours of the teachers at C.W. Jefferys than the attitudes and behaviours of their fellow students. The qualitative data suggest that some students feel that the teachers at C.W. Jefferys do not really care about the students. Others feel that teachers treat students unfairly or that they treat some students better than others. Many feel that teachers do not know how to listen or communicate with their students. Finally, some respondents, either directly or indirectly, alluded to problems with racial bias and stereotyping. The following quotes are typical:

Teachers at CWJ are very rude and inconsiderate and they abuse their power. The teachers should have a workshop on how to mark, act and teach because they are doing very poorly. Before Jordan Manners died this should have been discussed and now teachers are using this as an excuse to be very rude.

Some teachers don't know how to teach.

Teachers always dismiss students' concerns as over-reacting.

Teachers don't give us the marks we deserve which causes us to do poorly academically.

Teachers don't have respect for the students at this school.

Teachers don't listen to our concerns about the way we feel about things or a certain problems we go through daily.

Certain teachers will attempt to be nicer to rude students, just to get on their good side. I believe they do this out of fear. The students who are nice don't get the better treatment they deserve.

Teachers don't understand the students. They rate them with how they look. They don't care how their mind is made.

Teachers judge students sometimes based on their appearance, like how they dress.

Racial and sexual discrimination by teachers and students.

Racial discrimination against Black students. We are classified as underachievers and idiots.

Some teachers don't even care about the students. Some teachers mark students by the way they look or the culture they are – not the way they work.

Teachers are always favouring some students and treat other students badly all the time. A problem is that students are not being treated equally.

Other school problems mentioned by the students in response to this open-ended question include: 1) ***School cleanliness and maintenance*** (“There are cockroaches and rats and the bathrooms don’t work;” “There is no air conditioning, too many broken things at this school. There are lots of insects;” “This school is not clean, it is nasty;” “The washrooms in the school are dirty and they don’t work, there are bugs all over the washrooms”; 2) ***The Attitudes and Behaviour of the Grade Nine Students*** (“Many of my peers have noticed that there seems to be a pattern in which the attitudes of the Grade 9 students are getting worse and worse;” “The Grade 9 students are the rudest and they cause a lot of problems”); and 3) ***A Lack of Extra-curricular Programs for Students*** (“There are no after-school programs at this school;” “We need more money for programs;” “There are not enough extra-curricular activities at this school for students to keep occupied;” “We need more clubs and activities like dances and other events too).” Finally, one student claimed that they were disappointed that the issue of school safety was not recognized at C.W. Jefferys until after the shooting death of Jordan Manners. She implied that there were problems at C.W. Jefferys before the shooting and that they should have been identified earlier: “The only thing that I don’t like is that it takes my best-friend’s death (Jordan Manners) for all this to happen. The problems were here before. You guys never knew that C.W. Jefferys is a bad school.” This is a theme that is repeated in other sections of the survey – discussed below.

3.02.07 Student Feelings About School Safety

The survey next turned to an examination of student feelings of safety at school and in the wider community. We focussed on four separate issues: 1) How safe did students at C.W. Jefferys Collegiate feel at their school before and after the shooting death of Jordan Manners; 2) How safe do students feel when they engage in various public activities outside of the school environment; 3) Do students feel safer at school or out in the community?; and 4) How worried are students about specific types of criminal activity at school and in their community?

We began our review into feelings of school safety by asking the students the following question: “I want you to think about the way things were at your school before Jordan Manners was shot. How safe did you feel at your school before the shooting took place?” We then asked the respondents how safe they felt “right after Jordan Manners was shot?” Finally, we asked the students “How safe do you feel at your school today (approximately one month after the shooting took place)?” The responses to these three questions are presented in Table 5 and Figure 4.

The results suggest that, before the Jordan Manners’ shooting, the vast majority of students at C.W. Jefferys (81%) felt either very safe (38%) or fairly safe (43%) at their school. By contrast, only 15% of the respondents felt unsafe (11%) or very unsafe (4%). However, as might be expected, the findings suggest that student feelings of insecurity increased dramatically in the immediate aftermath of the shooting incident. Indeed, right after the shooting, almost half of the respondents (48%) felt either very unsafe (23%) or unsafe (25%) at the school. The impact of the shooting can be further illustrated by the fact that the proportion of students who felt safe at C.W. Jefferys dropped from 81% before the shooting to only 44% immediately following the shooting – a decline of 37 percentage points.

However, it appears that this dramatic increase in feelings of insecurity was temporary. Indeed, by the time this survey was administered to the students – approximately one month after the survey – it appears that feelings of safety were returning to normal (see Figure 4). Nonetheless, it should be stressed that the data also indicate that the shooting may have a lasting impact on feelings of safety – at least for some C.W. Jefferys students. Indeed, although the proportion of respondents who report feeling safe at school is significantly higher a month after the shooting (65%) than right after the shooting (44%), feelings of safety have not yet returned to pre-shooting levels (81%).

TABLE FIVE:
Percent of Students Who Felt Safe or Unsafe at School, Before and After the Shooting Death of Jordan Manners

TIME PERIOD	Very Safe	Fairly Safe	Unsafe	Very Unsafe
How safe did you feel at your school before the shooting?	38.1	42.8	10.9	3.8
How safe did you feel at your school immediately following the shooting?	15.6	28.4	24.6	23.4
How safe do you feel at your school today?	22.9	41.8	17.7	6.9

Sample Size=423

In order to further explore how C.W. Jefferys' students feel about their school, we asked them the following question: "In general, would you say that C.W. Jefferys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?". (see Appendix K – Question C4) The results (see Figure 5) indicate that, despite the shooting of Jordan Manners, three out of every four C.W. Jefferys students (74%) still feel that their school is either very safe (29%) or fairly safe (45%). By contrast, only 13% feel that the school is unsafe and only 6% feel that it is very unsafe. Nonetheless, the fact one out of every five students at C.W. Jefferys (19%) feels that their school is "unsafe" may be a cause for at least some concern.

We also asked the respondents: "Do you think that C.W. Jefferys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?". (see Appendix K – Question C5) The results suggest that, despite the death of Jordan Manners, half of all C.W. Jefferys students (50%) still feel that their school has less violence than other schools. An additional 23% feel that C.W. Jefferys is no more violent than other schools. Only 13% of the students surveyed feel that C.W. Jefferys is actually more violent than other schools in Toronto. These findings are consistent with stakeholder claims that, in general, C.W. Jefferys is a safe school, and that there are other schools in the area that have more serious problems with violence. It should be noted that the 2006 Census of Toronto high schools also found that the majority of students, including C.W. Jefferys students, feel very safe within the school environment.³⁹ These findings are also consistent with student and teacher complaints that C.W. Jefferys has been unfairly labelled and stigmatized as "unsafe" and "violent"; a result of the extensive media coverage of the Jordan Manners shooting death.

³⁹ Yau, Maria and Janet O'Reilly (2007), *2006 Student Census, Grades 7-12: System Overview*, (Toronto: Toronto District School Board).

FIGURE 4:
Percent of Students Who Felt "Unsafe" or "Very Unsafe" Before
and After the Shooting Death of Jordan Manners

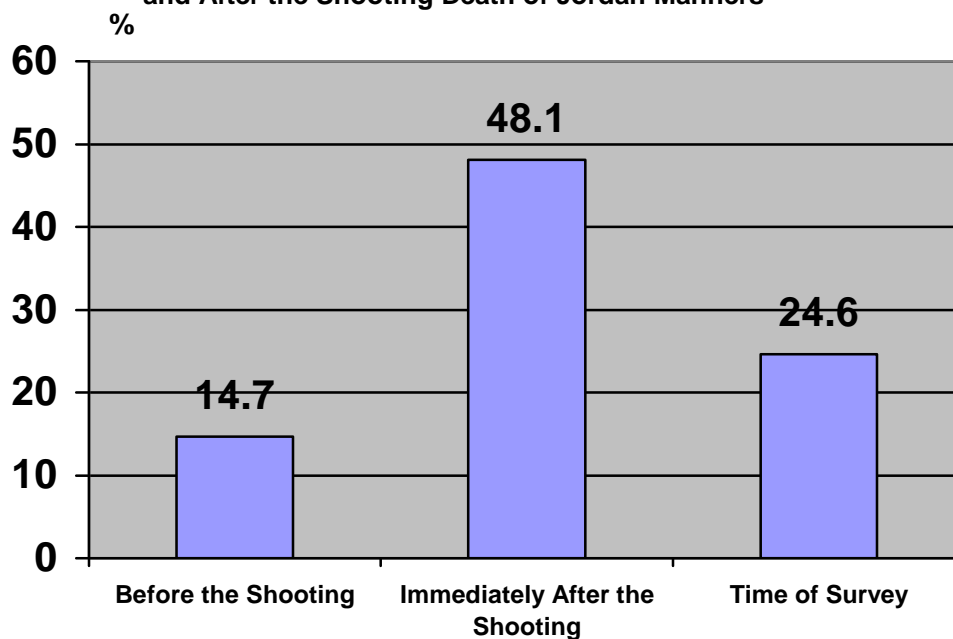


FIGURE 5:
Percent of Students Who Feel that C.W. Jefferys is a Safe or an
Unsafe School

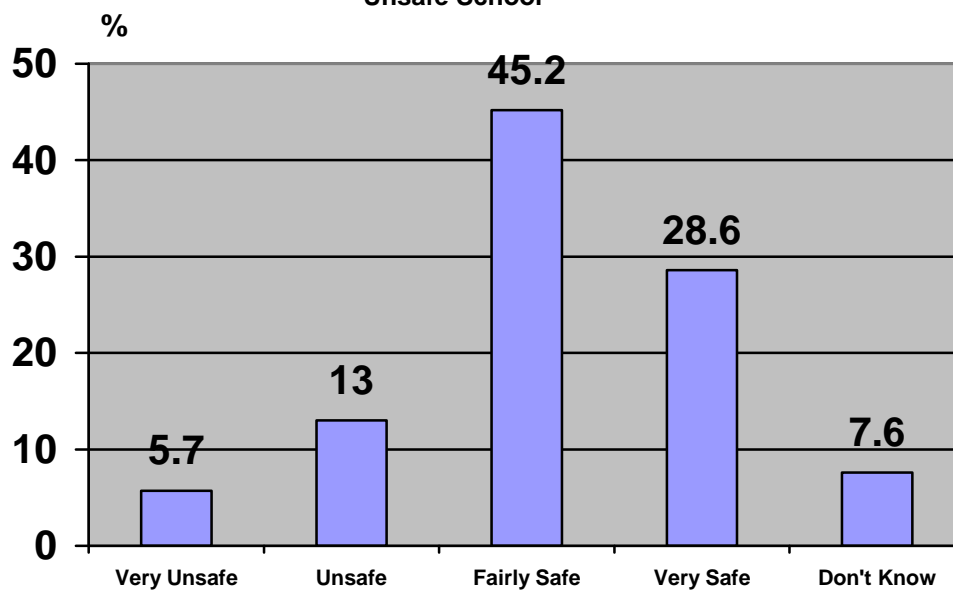
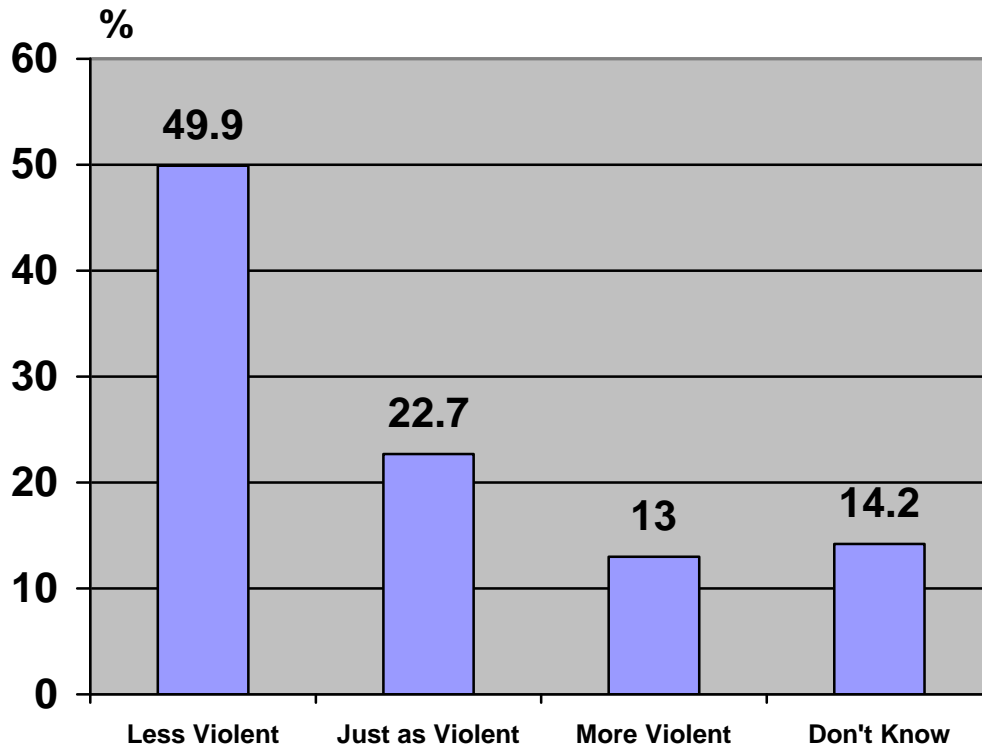


FIGURE 6:
Percent of Students Who Feel that C.W. Jefferys is More or
Less Violent than Other Toronto High Schools



After consulting our student respondents about their feelings of safety at school, we asked them how safe they feel when they engage in a variety of different activities outside of the school environment. (see Questions C6a to C6k – Appendix K) The results suggest that students are most likely to feel unsafe when they engage in certain activities at night. (see Table 7) For example, 48% of the respondents report that they feel unsafe or very unsafe when they walk around their own neighbourhood at night. By contrast, only 13% feel unsafe when they walk around their neighbourhood during the day. Similarly, 42% of the respondents feel unsafe or very unsafe when they use the TTC at night. By comparison, only 12% feel unsafe using public transit during the day. The fact that a high proportion of students feel unsafe walking or using the TTC at night in their own community is concerning. It could reflect the reality that many of the students at C.W. Jefferys live in disadvantaged, high crime communities and subsequently worry about their personal safety on a regular basis. Finally, almost half of all students (47%) claim that they would feel unsafe or very unsafe if they went to a nightclub or bar – another night-time activity. However, almost 30% indicate that they don't know how they would feel at such venues – an indication that many students have never actually engaged in such activities.

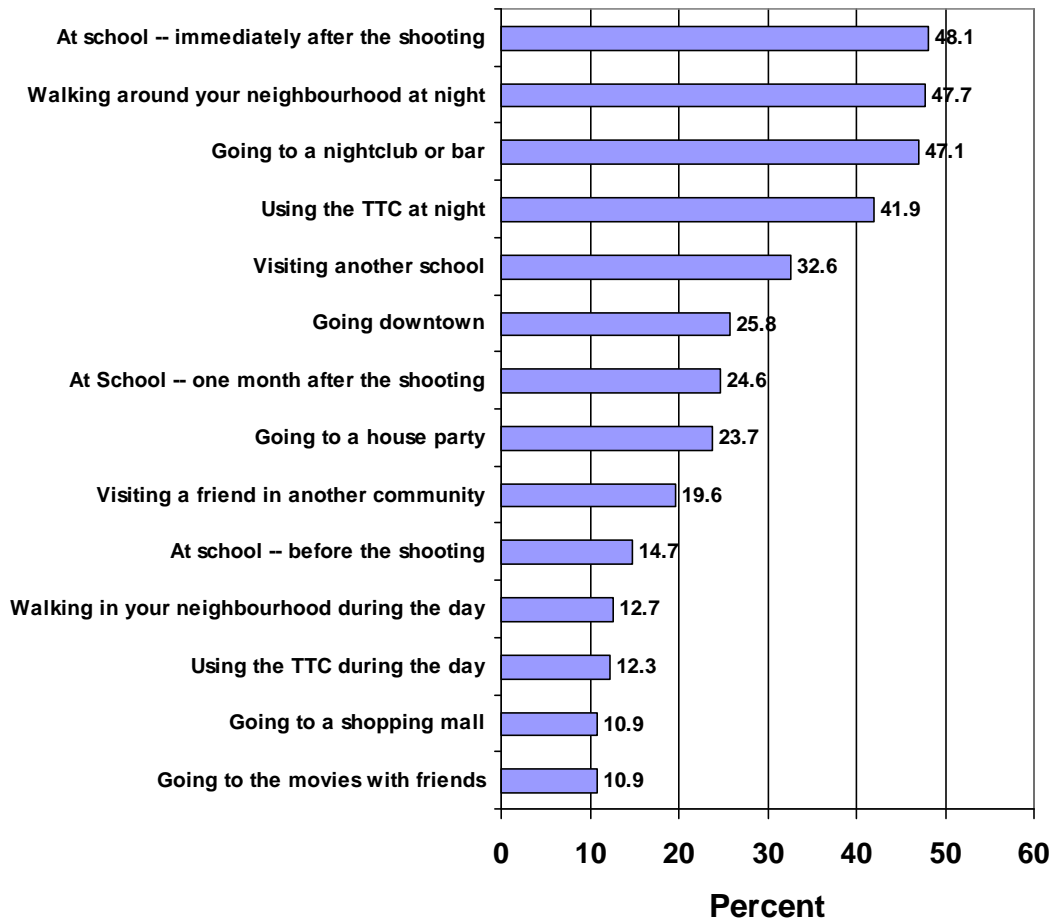
It is interesting to note that one out of every three respondents (33%) indicate that they would feel unsafe or very unsafe visiting another high school. This might be viewed as evidence of inter-school rivalries or it could reflect the fact that many respondents feel that C.W. Jefferys is actually safer and less violent than other schools in the area. Going downtown, going to house parties and visiting friends in other communities are also activities that produce feelings of insecurity for some students. At least 20% of the respondents to this survey report that they would feel unsafe or very unsafe engaging in such activities. By contrast, almost all respondents feel safe or very safe when they visit a shopping mall (81%) or go to the movies with friends (82%).

TABLE SIX:
Percent of Students Who Feel Safe or Unsafe in Specific Social Contexts

Social Context	Very Unsafe	Unsafe	Fairly Safe	Very Safe	Don't Know/ Depends
Went to a nightclub or bar	21.3	25.8	16.5	6.6	29.8
Walked around your own neighbourhood at night	18.4	29.3	29.3	12.5	10.4
Took a bus or subway at night	16.6	25.3	31.2	12.5	14.7
Went to hang out at another school	9.2	23.4	27.9	15.4	24.1
Went to a party at someone's home	7.8	15.9	39.3	21.3	15.8
Went downtown to shop or hang out	6.4	19.4	38.1	22.5	13.7
Went to visit a friend in another area of town	4.5	15.1	41.6	21.5	17.3
Went to a shopping mall	4.3	6.6	44.2	37.1	7.8
Took a bus or subway during the day	4.3	8.0	46.6	35.2	5.9
Went to the movies with friends	4.0	6.9	45.2	36.4	7.6
Walked around your own neighbourhood during the day	2.8	9.9	43.5	35.6	8.3

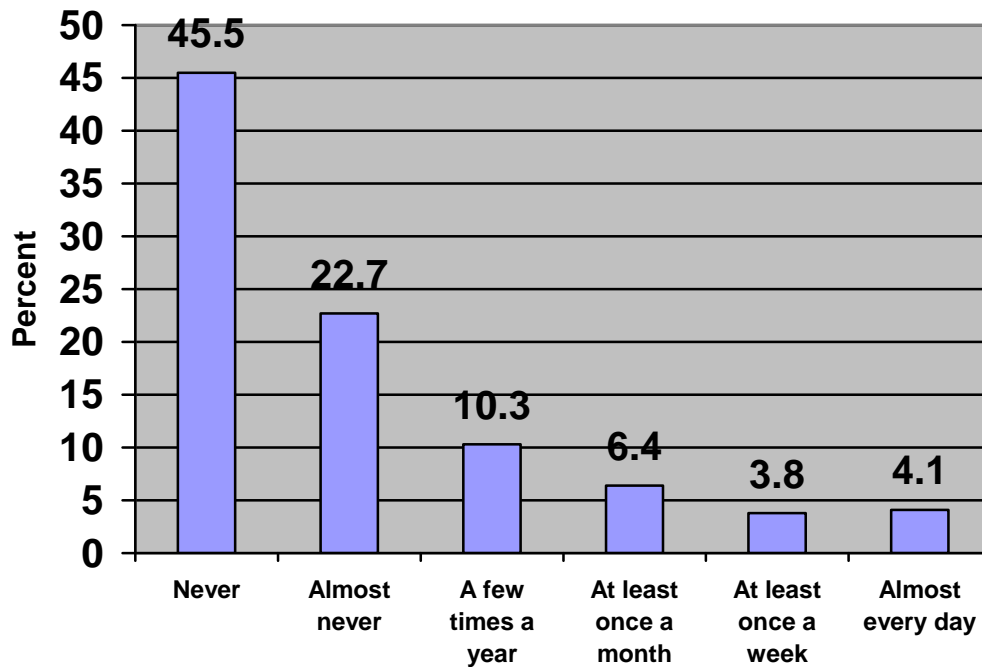
The data presented in Figure 7 contrast student feelings of safety at school with feelings of safety outside of school. The results suggest that, with the exception of the period immediately following the shooting death of Jordan Manners, most students perceive C.W. Jefferys to be a relatively safe environment. Indeed, before the shooting, students felt just as safe at C.W. Jefferys as they did walking in their own neighbourhood during the day, using the TTC during the day, visiting shopping malls and going to the movies with friends. Nonetheless, as discussed above, at the time of the survey feelings of safety at C.W. Jefferys had not returned to pre-shooting levels.

FIGURE 7:
Percent of Students Who Feel "Unsafe" or "Very Unsafe" in Different Social Contexts



We next asked the respondents to tell us how frequently they felt afraid or unsafe when they were walking to and from school. Previous research suggests that a high proportion of youth victimization takes place during these unsupervised periods. Nonetheless, almost half of all the students we surveyed (46%) indicate that they never feel unsafe travelling to and from school and an additional 23% state that they almost never feel unsafe. (see Figure 8) By contrast, only 4% report that they feel unsafe “almost every day.”

FIGURE 8:
Frequency of Feeling Afraid or Unsafe When Travelling
to and From School



We concluded our inquiry into feelings of safety by asking the respondents how often they worry about becoming the victim of different types of crime (see Questions C8a to C8m – Appendix K). The results suggest that students are most worried about personal theft and street gangs – both inside and outside of school. Almost half of all respondents (49%) indicate that they at least sometimes worry about gangs in their community. Similarly, 46% sometimes worry about gangs from outside of their community and 45% sometimes worry about gangs at school. Similarly, 48% of the students surveyed at least sometimes worry about having something stolen from them at school and 46% sometimes worry about theft outside of the school environment. Robbery also seems to be a common concern. Indeed, two out of every five respondents (42%) reports that they at least sometimes worry about being robbed at school and an equal proportion (40%) sometimes worry about being robbed outside of school. Forty percent of respondents also indicate that they sometimes worry about being shot by a stranger. However, a much smaller proportion (23%) report that they sometimes worry about being shot by someone they know. Nonetheless, this last finding could be an indication that one out of every four C.W. Jefferys students knows someone who has access to a firearm and that they sometimes worry that this firearm could be used against them.

Other findings suggest that 37% of students at least sometimes worry about being physically assaulted outside of school and a third (33%) sometimes worry about being attacked at school. Finally, the results indicate that the respondents are somewhat more

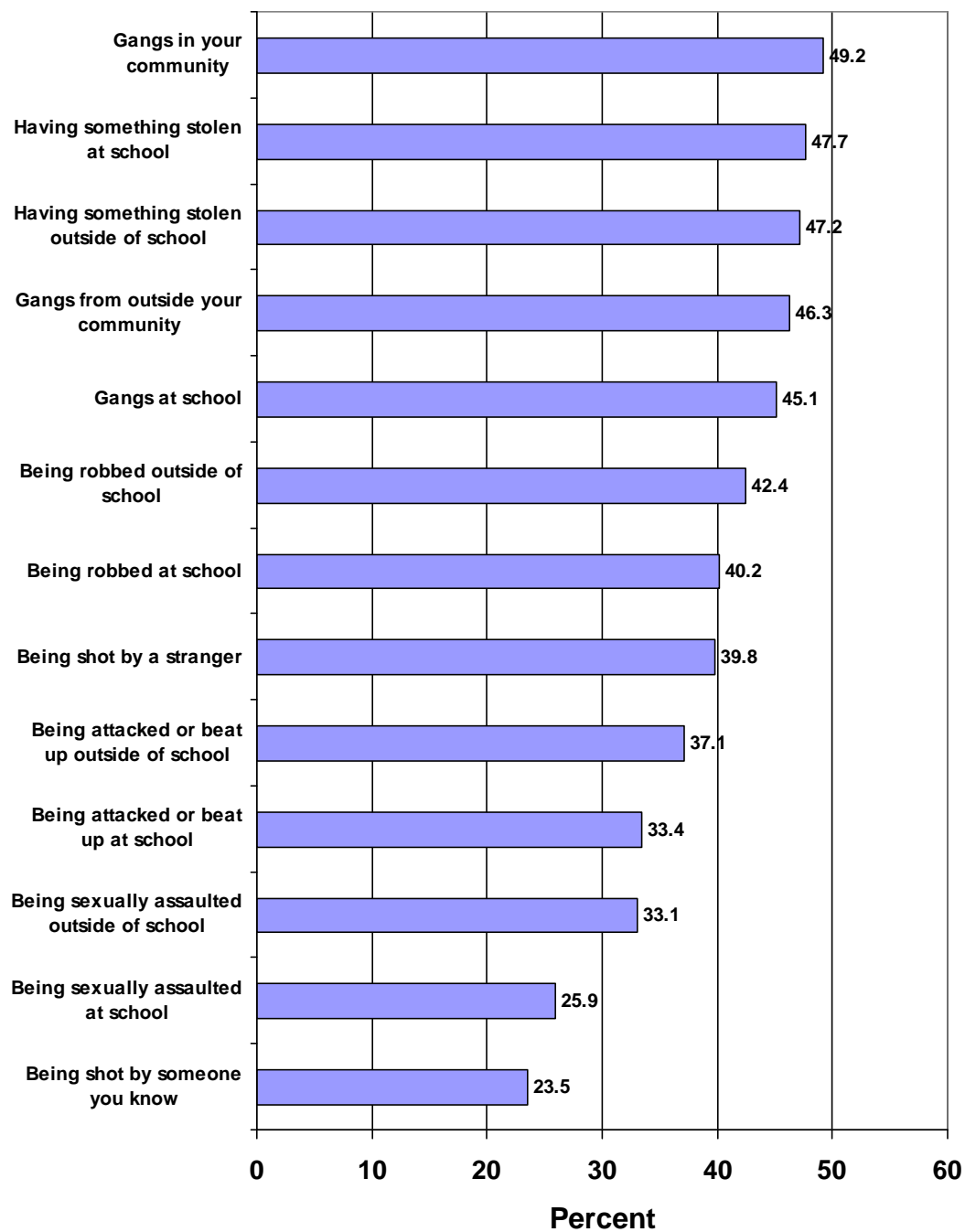
worried about the possibility of being sexually assaulted outside of school than sexually assaulted in school. For example, 33% of the students indicate that they sometimes worry about being sexually assaulted or molested outside of school, while only 23% indicate that they sometimes worry about sexual assaults in school. However, it must be stressed that concern about sexual assault is much more prevalent among female students than male students. Indeed, half of the female students we surveyed (49%) admitted that they at least sometimes worry about being sexually assaulted or molested outside of school, compared to only 17% of the male respondents. Similarly, a third of the female respondents (33%) at least sometimes worry about being sexually assaulted or molested at school, compared to 16% of male respondents. The data further suggest that South Asian and Asian females appear to worry more about the possibility of being sexually assaulted at school than students from other racial backgrounds. For example, 26% of South Asian female respondents and 24% of Asian female respondents indicate that they “often” or “always” worry about being sexually assaulted or molested at school, compared to only 15% of Black females, 13% of white females and 9% of female students from other racial minority groups.

TABLE SEVEN:
Percent of Students Who Report being Worried or Not Worried About Specific Types of Criminal Activity

Do you ever worry about..	Never	Almost Never	Sometimes	Often	All the Time
Street gangs at your school	31.0	23.9	27.9	11.8	5.4
Street gangs from your community	27.9	22.7	31.0	12.1	6.1
Street gangs outside of your community	29.5	24.2	28.1	11.5	6.7
Being attacked or beat up at school	42.6	23.9	20.3	8.6	4.5
Being attacked or beat up outside of school	37.9	25.1	23.2	9.3	4.5
Being robbed by someone at school	37.2	22.5	23.9	10.4	5.9
Being robbed by someone outside of school	33.2	24.4	26.5	10.2	5.7
Having something stolen from you at school	28.3	24.0	26.6	12.9	8.2
Having something stolen from you outside of school	29.0	23.8	28.5	12.8	5.9
Being shot by someone you know	57.5	19.0	11.6	7.1	4.8
Being shot by a stranger	36.2	24.0	21.7	10.2	7.9
Being sexually assaulted at school	58.8	15.4	12.1	8.1	5.7
Being sexually assaulted outside of school	48.2	18.7	16.3	7.6	9.2

Sample Size=423

FIGURE 9:
Percent of Students Who are at Least "Sometimes"
Worried about Specific Criminal Activities



3.02.08 Student Victimization

In the wake of the Jordan Manners shooting, questions arose with respect to how prevalent crime and victimization are at C.W. Jefferys. Thus, in the next section of the survey, we asked respondents whether or not they had experienced eleven different types of victimization. Consistent with the mandate of the Panel, we asked the students about victimization experiences that had taken place over the past two years. We further asked the respondents to distinguish between incidents of victimization that occurred at school and victimization experiences that occurred outside of school. (see Questions D1a to D2k – Appendix K) It should be noted that just because a student indicates that they were victimized at school does not necessarily mean that the victimization occurred at C.W. Jefferys. For example, a Grade 9 student who claims that they were assaulted in the past two years might be referring to an incident that occurred in Grade 8 when they were attending another school.

The eleven types of victimization we examined include: 1) *Minor Theft* (defined as the theft of money or items worth less than \$50.00); 2) *Major Theft* (defined as the theft of money or items worth more than \$50.00); 3) *Vandalism* (defined as the deliberate damage of property, clothes or personal items); 4) *Physical Threats* (defined as threats of physical harm that did not involve a weapon); 5) *Weapons Threats* (defined as threats of physical harm that involved a weapon); 6) *Physical Assaults* (defined as incidents of being punched, kicked or slapped); 7) *Gun Assaults* (defined as incidents in which the respondent was shot at or had a firearm pointed at them); 8) *Robbery* (defined as having money or personal items taken from you by force or the threat of force); 9) *Weapons Assaults* (defined as being attacked by someone with a weapon like a knife or a bat); 10) *Sexual Assault* (defined as someone forcing the respondent to have sex or trying to force the respondent to have sex); and 11) *Verbal Abuse* (defined as being verbally teased or insulted). Respondents could answer that they had never experienced a specific type of victimization in the past two years, that they were only victimized once, that they were victimized between three and five times, or that they were victimized on more than five occasions. The questions that were asked are consistent with items that have been used in other North American victimization surveys.

Victimization at School

The findings suggest that, within the school environment, minor theft is more likely to be experienced than other types of crime. (see Table 8 and Figure 10) Indeed, almost half of the students surveyed (45%) indicate that they were the victim of minor theft, at school, in the past two years. One out of every five respondents (18%) reports that they were the victim of school-based theft on more than one occasion.

A high proportion of students (42%), also report that they have been insulted or teased at school. Furthermore, one out of every four respondents (27%), reports that they have been teased or insulted on more than one occasion in the past two years. It should be noted that such verbal bullying can hurt a student's self-esteem and can sometimes lead to depression and an avoidance of school activities. Furthermore, verbal bullying

sometimes leads to physical confrontations between students and can thus, contribute to the overall level of violence within a school environment. Insults and teasing, therefore, should not be taken lightly.

Physical threats (without a weapon) are the next most common type of victimization. Four out of ten respondents (39%), report that they have been threatened with physical harm at school over the past two years. One out of four respondents (24%), reports that they have been physically threatened at school on multiple occasions.

After physical threats, actual physical assault emerges as the next most common school-based victimization. Indeed, 37% of the respondents indicate that they have been physically assaulted (without a weapon) at school over the past two years. One out of every five students (19%), indicates that they have been assaulted at school on more than one occasion. Vandalism at school has also been experienced by over a third of the students (35%), participating in this survey. Seventeen percent experienced such property damage on more than one occasion.

Major theft is the next most prevalent school-based victimization. Almost one-third (32%), of all students have been the victim of major theft in the past year. Thirteen percent of respondents indicate that they have been a victim of major theft on more than one occasion. One out of five respondents (21%), indicate that they have been robbed at school in the past two years. One out of ten respondents indicate that they have been robbed at school on two or more occasions.

Weapons threats are the next most common school-based victimization. Eighteen percent of the students surveyed indicate that they have been threatened by someone with a weapon at their school in the past two years. Nine percent have been threatened with a weapon on more than one occasion.

The findings further indicate that one out of seven students (14%), has been sexually assaulted at their school over the past two years. As mentioned above, a sexual assault is defined as a case in which a student has been forced to have sexual contact, against their will, or a case in which someone has *attempted* to force sexual contact. According to this definition, 6% of respondents indicate that they have been sexually assaulted on more than one occasion.

The next most common form of school-based victimization is gun assault. One out of every eight respondents (12%), indicates that someone has pointed a gun at them at school in the past two years. Five percent indicate that someone has pointed a gun at them on more than one occasion. Finally, the least common school-based victimization is physical assault involving a weapon. However, it is notable that one out of every ten students (11%), claims that they have experienced a weapons-related assault at school in the past two years. Six percent of respondents report that they have been assaulted by someone with a weapon on two or more occasions. Once again, these findings paint a disturbing percentage. It is difficult to determine whether these figures represent an exaggeration of reality or not. We will return to this issue in later sections of the report.

Victimization Outside of School

The data presented in Figure 10 suggest that the respondents to this survey are also subject to victimization outside of school. However, the data also indicate that, for some types of crime, victimization rates are higher in school than outside of school. For example, according to our respondents, students are more likely to experience minor theft, verbal assaults (insults and teasing), threats (not involving weapons), physical assaults and vandalism when they are at school than when they are off school property. On the other hand, exposure to major theft, robbery, weapons threats and sexual assault appear to be just as common out of school than within the school environment. Finally, it appears that students are somewhat more likely to experience serious violence, including gun-related threats and assaults involving weapons, outside of school than on school property.

Gender and Victimization

Additional analysis indicates that important gender differences exist with respect to criminal victimization. (see Table 9) For example, within the school environment, male students are significantly more likely than female students to report being the victim of physical threats, threats involving weapons, physical assaults, robbery, gun assaults and assaults involving a weapon. This is completely consistent with the gender differences observed in previous victimization surveys. However, also consistent with previous research, female respondents are much more likely to report being the victim of a sexual assault than their male counterparts. Interestingly, within the school environment, male and female students are equally likely to report minor theft, major theft, vandalism and verbal bullying.

Racial Differences in Victimization

The data presented in Table 10 point to several important racial differences in victimization experiences. In general, both white and Black students are more likely to report being the victim of major theft outside of school than respondents from other racial backgrounds. On the other hand, Asian students are most likely to report being the victim of school-based vandalism. Black students appear to be especially vulnerable to weapons threats particularly when they are off of school property. White, Black and West Asian students are much more likely to report being the victim of a physical assault, both in school and outside of school, than respondents from other racial groups. The data also indicate that both White students and Black students are significantly more vulnerable to robbery than students from other racial groups, especially when they are outside of the school environment. Finally, Black students appear to be significantly more vulnerable to weapons assaults that take place outside of the school. All other racial differences in exposure to victimization do not reach statistical significance.

Gender, Race and Sexual Assault

As discussed elsewhere, the Panel was asked to pay special attention to incidents of sexual assault involving racial minority females. It should be noted, however, that the issue of sexual assault did not emerge until after the questionnaire had been developed and administered to the students. Unfortunately, at that time, we had not included religion as a variable on the questionnaire. Thus, while we can examine overall racial differences in the exposure to sexual assault, we are not able to examine how race and gender might interact with religion. Religion, however, was included as a variable in the survey of Westview students discussed below. We thus examine the vulnerability of religious minorities to sexual assault in the next chapter.

The data presented in Figure 11A capture the sexual assault victimization rate both in school and outside of school for female students, according to racial identity. The data indicate that 2 of the 8 white females in the sample (25%), report being sexually assaulted at school in the past two years. The same number report being sexually assaulted outside of school. The data indicate that Black females are just as vulnerable to sexual assault as white females. Indeed, 17 of the 73 Black female students in the sample (23%), indicate that they have been sexually assaulted at school in the past two years and an equal number have been sexually assaulted outside of school. Both Asian and South Asian females display a slightly different pattern. In general, female students from these two racial backgrounds are more likely to report being sexually assaulted at school than outside of school. For example, 7 of the 37 Asian females in the sample (19%), indicate that they have been sexually assaulted at school in the past two years. However, only 5 (13%), report being sexually assaulted outside of school. Similarly, 7 of the 43 the South Asian females (16%), in the sample indicate that they have been sexually assaulted at school in the past two years. By contrast, only 3 (7%), indicate that they were sexually assaulted outside of school. Unlike students from all other racial backgrounds, it appears that female students from “other” racial minority groups are more likely to experience a sexual assault outside of school than inside school. Overall, 7 of the 45 female students in this racial category (16%), report being sexually assaulted at their school in the past two years. However, 11 (24%), report being sexually assaulted outside of school. Finally, it is important to note that not one of the 8 West Asian females in the sample claimed that they were sexually assaulted in the past two years either inside or outside of the school environment. One might ask if this reflects their true experiences or if they are especially reluctant to report or discuss sexual assaults, even to survey researchers.

Guns and Gangs

Further analysis reveals that exposure to guns at C.W. Jefferys is highly concentrated among gang-involved students. (see Figure 11B) Indeed, 41% of current gang members report that they had a gun pointed at them at school in the past two years, compared to 20% of former gang members and only 8% of those who have never been involved in a gang. Similarly, 63% of current gang members had a gun pointed at them outside of school over the past two years, compared to 31% of former gang members and only 9% of students who have never been involved with a gang. The data also show that gun-

related victimization is much more prevalent among students who affiliate with known gang members. (see Figure 11C) For example, one out of every five students (18%), who reports that they know several gang members, has had a gun pointed at them at school over the past two years, compared to 11% of respondents who know one or two gang members and only 9% of students who do not know any gang members. Similarly, 26% of respondents who have several gang member friends had a gun pointed at them outside of school in the past two years, compared to 15% of those who know one or two gang members and only 9% of those who do not have any gang-involved friends. Thus, consistent with the international research literature, our survey results suggest that gang membership and/or gang affiliation greatly increases the risk of becoming a victim of gun violence.

TABLE EIGHT:

Percent of Students Who Have Experienced Different Types of Criminal Victimization in the Past Two Years, by School and Non-School Locations

TYPE OF VICTIMIZATION	Never	Once	Between 2 and 5 times	More than 5 Times
Minor theft: at school	54.6	27.0	12.1	6.4
Minor theft: outside of school	70.9	14.7	8.3	6.1
Major theft: at school	68.3	18.4	9.9	3.3
Major theft: outside of school	71.9	15.6	8.0	4.5
Vandalism: at school	64.6	18.4	11.6	5.4
Vandalism: outside of school	70.5	16.1	9.5	4.0
Threatened: at school	61.5	14.7	14.7	9.2
Threatened: outside of school	70.7	10.9	12.1	6.3
Weapons threats: at school	81.6	9.2	7.1	2.1
Weapons threats: outside of school	82.3	9.0	5.9	2.8
Assaulted: at school	61.0	19.9	10.2	9.0
Assaulted: outside of school	68.4	12.8	9.9	9.0
Gun assault: at school	88.2	6.9	3.8	1.2
Gun assault: outside of school	85.6	8.7	3.3	2.4
Robbery: at school	77.6	12.1	6.9	3.5
Robbery: outside of school	79.4	8.7	7.1	4.7
Assaulted with a weapon: at school	89.3	4.5	4.3	1.9
Assaulted with a weapon: outside of school	84.0	9.2	4.5	2.4
Sexually assaulted: at school	85.8	8.0	3.5	2.6
Sexually assaulted: outside of school	85.6	7.1	4.5	2.8
Teased/Insulted: at school	58.4	14.4	13.2	13.9
Teased/Insulted: outside of school	67.8	12.1	8.7	11.3

Sample Size=423

FIGURE 10:
Percent of Students Who Experienced Various Types
of Criminal Victimization Over the Past Two Years,
by Location

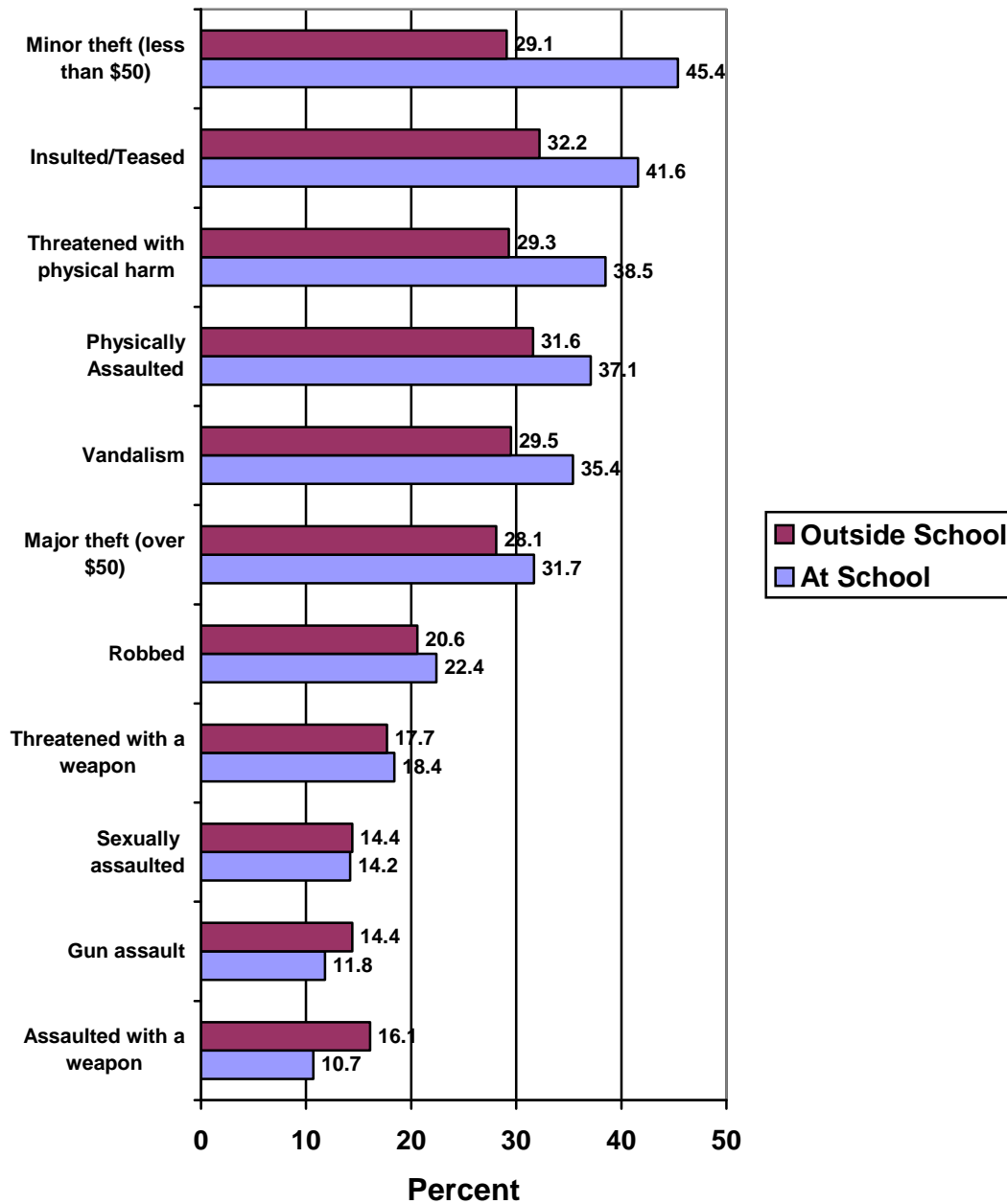


TABLE NINE:

Percent of Students Who Have Experienced Different Types of Criminal Victimization in the Past Two Years, by Gender

TYPE OF VICTIMIZATION	MALE	FEMALE	Statistical Significance
Minor theft: at school	45.3	45.5	NS
Minor theft: outside of school	33.0	25.2	NS
Major theft: at school	34.4	29.0	NS
Major theft: outside of school	35.9	20.6	**
Vandalism: at school	38.3	32.7	NS
Vandalism: outside of school	35.9	23.4	**
Threatened: at school	47.9	29.4	**
Threatened: outside of school	36.8	21.5	**
Weapons threats: at school	23.9	13.1	**
Weapons threats: outside of school	24.9	10.7	**
Assaulted: at school	50.7	27.6	**
Assaulted: outside of school	40.7	22.9	**
Gun assault: at school	15.8	7.9	*
Gun assault: outside of school	20.1	8.9	**
Robbery: at school	28.7	16.4	**
Robbery: outside of school	26.8	14.5	**
Assaulted with a weapon: at school	13.9	7.5	*
Assaulted with a weapon: outside of school	21.1	11.2	**
Sexually assaulted: at school	7.1	18.7	**
Sexually assaulted: outside of school	8.7	18.1	**
Teased/Insulted: at school	39.7	43.5	NS
Teased/Insulted: outside of school	29.7	34.6	NS
Sample Size	209	214	

NS gender difference is not statistically significant

* gender difference is statistically significant at $p < .05$

** gender difference is statistically significant at $p < .01$

TABLE TEN-A:
Percent of Students Who Have Experienced Different Types of Criminal
Victimization in the Past Two Years, by Racial Background

TYPE OF VICTIMIZATION	Black	Asian	South Asian	West Asian	Other Racial Minority	White	
Minor theft: at school	49.3	48.7	42.9	52.6	30.6	59.1	NS
Minor theft: outside of school	35.1	32.1	22.6	31.6	18.1	36.4	NS
Major theft: at school	33.8	33.3	28.6	42.1	23.6	40.9	NS
Major theft: outside of school	35.8	24.4	17.9	26.3	22.2	50.0	**
Vandalism: at school	32.4	48.7	39.3	42.1	19.4	40.9	**
Vandalism: outside of school	35.1	24.4	22.6	26.3	27.9	45.5	NS
Threatened: at school	39.9	37.2	32.1	52.6	33.3	63.6	NS
Threatened: outside of school	33.8	28.2	20.2	26.3	26.4	45.5	NS
Weapons threats: at school	18.9	16.7	15.5	36.8	18.1	18.2	NS
Weapons threats: outside of school	25.7	6.4	13.1	21.1	19.4	13.6	**
Assaulted: at school	47.3	39.7	27.4	47.7	26.4	59.1	**
Assaulted: outside of school	41.2	25.6	15.5	47.4	27.8	50.0	**
Gun assault: at school	12.2	6.4	11.9	21.1	12.5	18.2	NS
Gun assault: outside of school	18.9	10.3	10.7	15.8	12.5	18.2	NS
Robbery: at school	29.1	19.2	16.7	26.3	16.7	27.3	NS
Robbery: outside of school	29.7	10.3	10.7	21.1	20.8	31.8	**
Assaulted with a weapon: at school	12.2	6.4	8.3	21.1	11.1	13.6	NS
Assaulted with a weapon: outside of school	22.3	3.8	10.7	21.1	22.2	13.6	**
Sexually assaulted: at school	16.9	10.3	16.7	10.5	11.1	13.6	NS
Sexually assaulted: outside of school	16.9	10.3	10.7	15.8	18.1	13.6	NS
Teased/Insulted: at school	39.9	47.4	36.9	42.1	40.3	54.5	NS
Teased/Insulted: outside of school	33.8	30.8	27.4	31.6	34.7	36.4	NS
Sample Size	148	78	84	19	72	22	

NS racial difference is not statistically significant

* racial difference is statistically significant at $p < .05$

** racial difference is statistically significant at $p < .01$

FIGURE 11A: Percent of Female Respondents Who Have Been Sexually Assaulted in the Past Two Years, by Racial Background and Location of the Assault

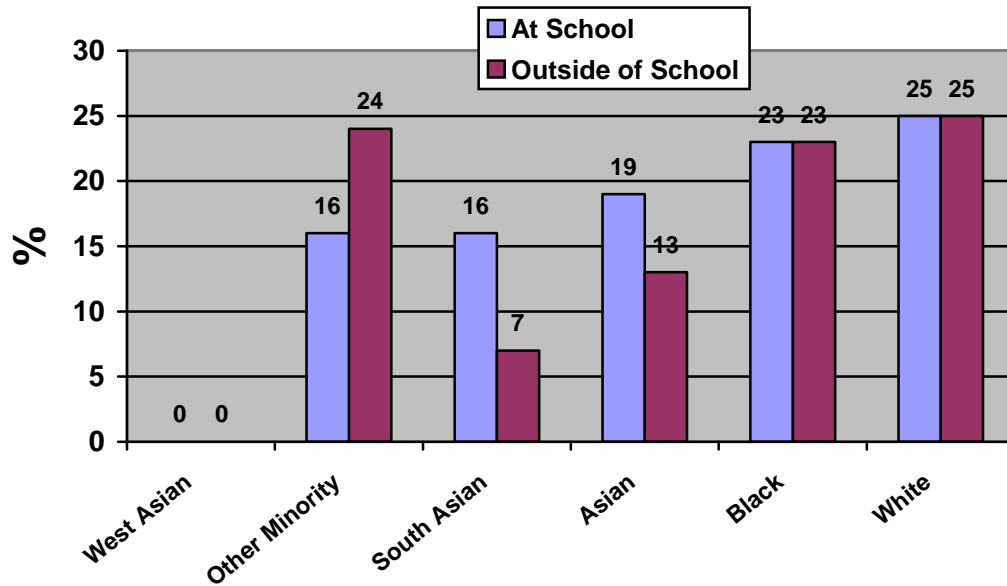


FIGURE 11B: Percent of Respondents Who Had a Gun Pointed at Them Over the Past Two Years, by Self-Reported Gang Involvement

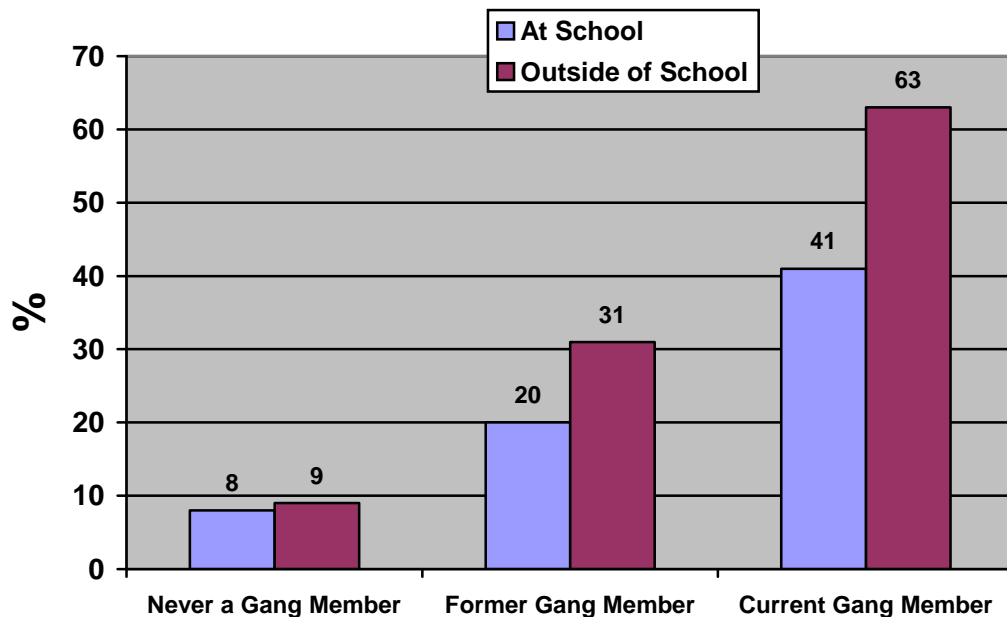
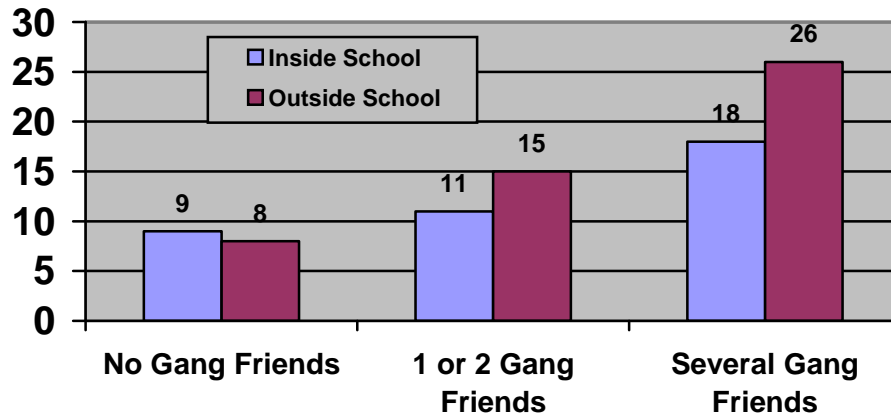


Figure 11C: Percent of Respondents Who Had a Gun Pointed at them in the Past Two Years, by Number of Gang-Involved Friends.



The Victimization Numbers in Context

At first glance, the victimization data presented above may appear shockingly high. However, we maintain that these figures should not be used to argue that C.W. Jefferys is a particularly dangerous school or that it is more violent or crime-ridden than other high schools in the Toronto area. Such conclusions would be premature and cannot be validated without the survey being administered to other high schools in the Toronto area. Indeed, we feel that our findings, as disturbing as they may be, are quite consistent with the results of other youth victimization surveys conducted in North America. Unfortunately, few of these surveys have actually been conducted in Canada.

One exception is the 2000 Toronto Youth Crime and Victimization Survey.⁴⁰ This survey, conducted in 2000, involved a random sample of 3,393 high school students from 30 different high schools in the Toronto region (10 from the Catholic School Board and 20 from the Public School Board). During this study, a detailed questionnaire was administered to student respondents during class time. As with the survey conducted at C.W. Jefferys, one of the primary objectives of this project was to document experiences of victimization. However, some of the questions asked in 2000 were quite different than the questions posed during the C.W. Jefferys survey. For example, while the C.W. Jefferys survey focused on victimization in the past two years, the 2000 survey focused on lifetime victimization rates and victimization experiences that had taken place in the past twelve months. Furthermore, because of the Jordan Manners shooting, the C.W.

⁴⁰ Tanner, Julian and Scot Wortley (2002), *The Toronto Youth Crime and Victimization Survey: Overview Report* (Toronto: Centre of Criminology, University of Toronto); Wortley, Scot and Julian Tanner (2006a). "Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study," *Canadian Journal of Urban Research* 15 (2): 1-20; Wortley, Scot and Julian Tanner (2006b), *Criminal Organizations or Social Groups? An Exploration of the Myths and Realities of Youth Gangs in Toronto*, (Ottawa: Solicitor General of Canada, Drug and Crime Prevention Strategies Unit).

Jefferys survey focused more on gun-related victimizations and incidents that took place at school than general patterns of youth victimization. Nonetheless, we feel that, despite the seven year gap and somewhat different lines of questioning, the existence of the 2000 data provides at least some opportunity to compare the experiences of C.W. Jefferys students to the experiences of high school students from other high schools in the Toronto area. It should be noted that C.W. Jefferys was not one of the schools included in the 2000 survey.

Table 10-B presents victimization results from the *2000 Toronto Youth Crime and Victimization Survey*. Estimates are provided for both lifetime victimization and victimization experiences that took place within twelve months of survey administration. In general, we feel that many of the results of the 2000 survey are completely consistent with the results of the June 2007 survey conducted at C.W. Jefferys. For example, in 2007, 45% of the student respondents from C.W. Jefferys reported that they had been the victim of minor theft in the past two years. By contrast, in 2000, 38% of high school students claimed that they had been a victim of minor theft *in the past twelve months* and 72% claimed that they had been a victim of minor theft at sometime in their life. Similarly, in 2007, 39% of the survey respondents from C.W. Jefferys claimed that they had received physical threats in the past two years. By contrast, in 2000, 39% of 3,400 Toronto high school students who took part in the study claimed that they had received physical threats *in the past twelve months* and 67% claimed that they had received physical threats at some time in their life. In 2007, 37% of C.W. Jefferys students claimed that they had been physically assaulted at school in the past twenty-four months. In 2000, 39% of Toronto high school students from 30 different schools, reported that they had been physically assaulted in the past year and 70% indicated that they had been assaulted at some time in their life

Additional analysis reveals that, in 2007, 18% of C.W. Jefferys students claim that they had been threatened by someone with a weapon in the past two years. By contrast, in 2000, survey results suggest that 15% of Toronto high school students received weapons threats in the past year and 28% had been threatened with a weapon at some time in their life. Similarly, in 2007, 11% of the C.W. Jefferys students who took part in the study claim that they had been assaulted by someone with a weapon in the past two years. By contrast, in 2000, 8% of Toronto high school students indicated that they had been the victim of a weapons-related assault in the past twelve months and 16% had been assaulted with a weapon at some time in their life.

Finally, in 2007, 14% of C.W. Jefferys students who participated in the survey indicated that they had been the victim of a sexual assault in the past two years. By contrast, in 2000, 7% of the Toronto high school students who participated in the survey reported that they had been sexually assaulted in the past twelve months and 12% indicated that they had been sexually assaulted at some time in their life. However, an additional 14% indicated that they had been subjected to “unwanted sexual touching” in the past year and 25% claimed they had suffered such victimization at some point in their life.

In summary, the victimization findings produced in 2000, using a large sample of high school students from 30 different schools, seem to mirror the victimization results produced in 2007, using a relatively small sample of students from C.W. Jefferys Collegiate. The comparison of data from the 2007 survey with the results of the 2000 survey only serves to increase our confidence in the current findings. Furthermore, this comparison serves to highlight the possibility that C.W. Jefferys is not more dangerous than other high schools in the Toronto area. This does not mean that crime and victimization were not a serious problem at C.W. Jefferys over the past two years. However, the comparison of the two surveys, conducted seven years apart, underscores the possibility that problems with crime and victimization are not isolated within C.W. Jefferys or even within other schools in the Jane-Finch community. Crime and victimization may be a problem faced by students at schools throughout the Toronto region.

The TDSB Census of High School Students

As discussed in the methodology section, in 2006 the Toronto District School Board conducted a “Census” of all high school students under its control.⁴¹ As part of this census, over 330 students at C.W. Jefferys were asked questions about their victimization experiences at school. Unfortunately, the Census questions were very different than the questions asked on the Panel survey discussed above. For example, while the Panel survey asked about 11 different types of victimization, (see Table Eight) the Census only asked about five types of victimization (physical threats, physical bullying by an individual, physical bullying by a group, theft or destruction of personal property and insults or name calling). Furthermore, while we examined victimization experiences over the past two years, the Census asked about victimization at school without specifying a time period. Similarly, while the Census asked about “physical bullying” by an individual and “physical bullying” by a group, we asked more specifically about physical assaults (being punched or kicked) without asking students to distinguish between assaults by individuals and assaults by a group. We are also somewhat concerned with how students interpreted terms like “physical bullying”. What exactly is “physical bullying?” Is it verbal abuse? Physical threats? Being pushed or shoved? Or is it an actual physical assault? It is difficult to determine the exact meaning of the phrase “physical bullying” from the current wording of the Census questions. We should also note that previous research suggests that many students, especially male students, are unlikely to report that they have ever been “bullied”. The term “bullied” implies weakness and the passive acceptance of physical intimidation or violence. By contrast, many students who refuse to admit bullying, will admit that they have been punched, kicked, assaulted, jumped or involved in a physical fight. In other words, questions about “bullying” may lead to an under-estimation of the true extent of violence within the school setting.

Finally, the response categories also differ dramatically between the two surveys. While we asked our respondents to indicate exactly how often they had experienced a particular

⁴¹ Yau, Maria and Janet O'Reilly (2007), *2006 Student Census, Grades 7-12: System Overview*, (Toronto: Toronto District School Board).

type of victimization (never, once, twice, three times, etc.), the Census provided quite vague response categories (never, rarely, sometimes, often or always). Although it is not difficult to interpret the meaning of “never”, it is somewhat difficult, in our opinion, to determine exactly what a student means when they state that they are “rarely” or “sometimes” victimized at school. Does this mean once a year, once a month, once per week? Does “rarely” mean the same thing for all students? In summary, both the School Community Safety Advisory Panel and the TDSB conducted two separate surveys of C.W. Jefferys students during the 2006-2007 academic year. However, the actual questions used in the two surveys are quite different, making accurate comparisons between data sets extremely difficult, if not impossible. Nonetheless, some crude comparisons are attempted in the following paragraphs.

In November 2007, the TDSB released preliminary findings from their 2006 School Census.⁴² However, the manner in which the victimization data were reported, in our opinion, masks the true level of victimization in Toronto high schools. The problem is that, in their report, the School Board analysts collapsed the “never” answer category with the “rarely” answer category and only present data on students who were “sometimes”, “often”, or “always” victimized. For example, according to the report, 16% of all high school students in Toronto were either “sometimes” threatened (10%), or “often/always” threatened (6%), at their school.⁴³ However, the report does not give us any information on the percent of students who are “rarely” victimized at school. This, in our opinion, gives the impression that threats are less common than they actually are. In other words, if we include those who are “rarely” threatened, the overall percentage of students receiving a physical threat at school will increase significantly. Our analysis of the C.W. Jefferys Census data supports this hypothesis.

In response to a special request, the Toronto School Board agreed to provide us with the full, un-collapsed frequencies for all Census questions related to school safety issues. It provided us with this data for both C.W. Jefferys Collegiate and Westview Centennial Secondary School. In our opinion, despite important methodological differences, the Census data we received is quite consistent with the results of the Panel survey. Understandably, consistencies are most apparent for those questions that are the most similar. For example, we asked our respondents: “How many times has someone at your school threatened to hurt you?” Sixty-two percent of our respondents indicated that they had “never” been threatened at school and 38% reported that they had been threatened on at least one occasion. The 2006 Census, on the other hand, asked students: “In your school have you ever experienced threats to hurt you?” Sixty-five percent of the Census respondents from C.W. Jefferys indicated that they had “never” been threatened at school and 35% reported that they had been threatened on at least one occasion. In other words, the Panel survey found that 38% of C.W. Jefferys students had been threatened, while the Census results suggest that 35% have been threatened. These figures are very close, thus

⁴² Yau, Maria and Janet O'Reilly (2007), *2006 Student Census, Grades 7-12: System Overview*, (Toronto: Toronto District School Board).

⁴³ Yau, Maria and Janet O'Reilly (2007), *2006 Student Census, Grades 7-12: System Overview*, (Toronto: Toronto District School Board) at 21.

increasing confidence in the overall findings and the integrity of the data. Other remarkably similar results from the two surveys include the following:

- The Panel survey found that 42% of Jefferys students had been teased or insulted at school. This finding is consistent with Census results which suggest that 39% of Jefferys students have been the victim of insults or name calling.
- The Panel survey found that 47% of Jefferys students had been the victim of either minor theft (under \$50) or major theft (over \$50) in the past two years. By contrast, the Census found that 40% of Jefferys students had been the victim of “theft or destruction of property”. Thus, although the questions are quite different, the two studies produced estimates of property crime victimization that are within 10% of each other.

Finally, according to the Panel survey, 39% of Jefferys students had been physically assaulted (defined as being punched or kicked) in the past two years. By contrast, the Census results indicate that 27% of students at Jefferys have been bullied by an individual and an additional 16% have been bullied by a group. As discussed above, these results are very difficult to compare because “bullying” may mean something very different to students than a physical assault or fight. Indeed, many young people who are involved in fights would never admit to being bullied. Thus, we strongly feel that the line of questioning used by the Census likely under-estimated the true extent of violence within Toronto high schools.

In summary, although the Panel survey of C.W. Jefferys students employed a much more detailed line of questioning with respect to victimization experiences, the overall results of the Panel survey, in our opinion, are quite consistent with the results of the 2006 School Census.

A Note on the C.W. Jefferys Gun Statistics

As discussed above, one out of every eight student respondents from C.W. Jefferys (12%) indicated that someone pointed a gun at them at school in the past two years. Five percent indicate that someone has pointed a gun at them on more than one occasion. This finding, in our opinion, is quite alarming. One possibility is that students have grossly exaggerated their actual exposure to guns on school property, perhaps as a means of shocking the research team and those who will ultimately read this Report. However, even if these estimates are exaggerated, the fact that some students report that they have been exposed to firearms at school is disturbing and requires further examination. We must remember that at least one gun entered C.W. Jefferys in 2007 and was ultimately involved in the shooting death of Jordan Manners. Is it possible that the Manners shooting was the only time a firearm was brought to the school in the past two years? Furthermore, we must also consider the fact that many students think that there is a problem with street gangs at the school. (see discussion above) Previous research

suggests that a large proportion of street gang members have access to guns⁴⁴ and the results of the Panel survey suggest that gun-related victimization is much higher among current and former gang members than among students who have never been gang involved. With this in mind, is it possible that some of our respondents' reports of gun-related victimization actually have some validity? Finally, although it might be comforting to assume that the gun numbers for C.W. Jefferys are inflated, we must also consider the possibility that some respondents might have tried to cover up their exposure to guns in order to avoid attention. In other words, if some students under-reported their contact with guns, the gun figures presented above might in fact be conservative.

In summary, it would be premature and potentially dangerous to completely dismiss the finding that some C.W. Jefferys students have had a gun pointed at them on school property over the past two years. Even with an error rate of 50%, our findings would still suggest that one out of every twenty C.W. Jefferys' students (6%) was the victim of a gun assault in the past two years. Furthermore, the gun results from C.W. Jefferys are not much different from the results of another major survey of Toronto high school students. In 2003, Professor Patricia Erickson and Jennifer Butters from the University of Toronto and the Centre for Addiction and Mental Health (CAMH) conducted interviews with a random sample of 456 students from eight different Toronto high schools. High schools were selected to include students from middle and upper class neighbourhoods as well as students from disadvantaged communities. According to their results, 7% of Toronto high school students responded "yes" to the question: "Has someone ever threatened or tried to hurt you with a gun?".⁴⁵ Clearly, according to the results of this independent research project, exposure to gun threats is not isolated to C.W. Jefferys or other high schools in the "Jane-Finch" community. Nonetheless, the results of the Panel survey at C.W. Jefferys leave many questions. For example, were students at C.W. Jefferys exposed to the same gun carried by the same individual? Or were the gun assaults reported by the respondents the result of several different guns entering the school over a two-year period? In order to address these questions, we further explored the gun issue in our survey of Westview students, which will be discussed in the next Chapter.

⁴⁴ Tanner, Julian and Scot Wortley (2002), *The Toronto Youth Crime and Victimization Survey: Overview Report* (Toronto: Centre of Criminology, University of Toronto); Wortley, Scot and Julian Tanner (2006a). "Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study," *Canadian Journal of Urban Research* 15 (2): 1-20; Wortley, Scot and Julian Tanner (2006b), *Criminal Organizations or Social Groups? An Exploration of the Myths and Realities of Youth Gangs in Toronto*, (Ottawa: Solicitor General of Canada, Drug and Crime Prevention Strategies Unit).

⁴⁵ Erickson, Patricia and Jennifer Butters (2006), *Final Report: Youth, Weapons and Violence in Toronto and Montreal* (Ottawa: Public Safety and Emergency Preparedness Canada).

TABLE TEN-B:

Percent of Toronto High School Students Who Have Experienced Various Types of Criminal Victimization in Their Lifetime and in the Past Twelve Months
(Results from the 2000 Toronto Youth Crime and Victimization Survey)

TYPE OF VICTIMIZATION	EVER	IN THE PAST TWELVE MONTHS
Minor Theft (less than \$50.00)	72.1	37.5
Major Theft (over \$50.00)	35.9	15.5
Vandalism	49.8	26.6
Physical Threats	66.9	39.3
Threats with a Weapon	28.0	15.5
Death Threats	14.7	8.2
Physically Assaulted	69.6	39.0
Assaulted with a Weapon	15.6	7.5
Unwanted Sexual Touching	25.4	13.8
Sexual Assault	12.4	6.5

Sample Size=3,393 (randomly selected from a sample of 30 Toronto area high schools)

3.02.09 Most Serious Victimization Experience

In order to examine student victimization experiences more closely, we asked our respondents to describe their worst victimization experience. All students were asked the following question:

Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.

A total of 177 respondents (41.8%), provided us with the details of their “worst victimization” experience. (see Table 11 and Table 12) We carefully examined the qualitative descriptions of these incidents and identified seven basic types of victimization: 1) ***Robbery – not involving a gun***: (“I was attacked and robbed by another gang;” “I was robbed at Jane and Finch while fundraising for the school;” “I got robbed by a guy with a knife;” “Guys in this gang take my money and my TTC tickets all the time;” “I was jumped by another crew. They stole my money, my phone and my supply;” “Repeatedly robbed of lunch \$, watch stolen;” “Always threatened, slapped, shoved and get my money taken;”); 2) ***Physical Assault*** (“I was attacked by other students;” “Was in

a fight;" "I was jumped by guys from another hood;" "Me and my friend had to fight five gang members;" "I got beat up;" "Got punched in the face by this guy in Grade 12" "Punched and kicked;" "This time when I was trying to stop some guys from beating my friend. They all – 15-20 people – ganged up on us and mostly on me for backing my friend"; 3) **Theft** ("My iPod was stolen;" "iPod stolen in the library;" "My locker was broken into and everything was gone except my textbook;" "My wallet got stolen. My phone got stolen;" "Locker broken into;" "When somebody broke into my locker I lost over \$200.00 and a cell phone. The school did nothing about this;" "\$50.00 stolen at school. The administration was not concerned" "CD player stolen in class. Teacher present;" "My iPod Nano was stolen"); 4) **Sexual Assault** ("I was sexually molested. I was touched where I did not want to be touched by someone I did not want;" "Sexually assaulted;" "Sex assault. These two guys tried to make me have sex;" "Raped;" "I was sexually assaulted;" "I was raped;" "Forced sex"); 5) **Physical Threats**: ("People from another school threatened me;" "Threatened over money;" "Someone threatening me that he had a gun and that he had a knife and would stab me;" "Threatened with a knife;" "Threatened;" "Students from other schools have come into the building to make threats for issues outside of school"); 6) **Gun Assaults – including gunpoint robbery**: "Shot at by another gang. I got away;" "Got shot at;" "In the middle of a gun fight;" "When I was walking and someone shot at me 5 times in a driveway. I ran home and called the police. They say they caught the guys;" "I got robbed at gunpoint by five males;" "I was robbed of my money and my necklace by two guys with a gun"); and 7) **Sexual Harassment**: ("Sexually harassed and receiving disturbing notes by an obsessed student. We reported him twice. It was only the second time that they transferred him to another class. The harassment started in April until now;" "Most things would be guys touching me or even honking their horns at me;" "Sexually harassed;" "Sexually harassed and pressured. This guy also slapped my butt very hard then followed me to tell me I liked it. Gross;" "Verbal sexual harassment by older men").

As illustrated in Table 11, 246 respondents (58%), did not provide details about their worst victimization experience. These respondents had either never been victimized or did not want to share the details of their worst victimization experience with the research team. Nonetheless, 177 respondents did provide details of their worst victimization experience. However, in 59 of the 177 victimization cases (33%), the respondent indicated that they were victimized but did not want to disclose the nature of the crime. (see Table 12) However, we did identify 28 cases of robbery (16% of all victimization incidents), 26 cases of physical assault (15%), 20 cases of theft (11%), 17 cases of sexual assault (10%), 13 cases involving physical threats (7%), 9 cases of gun assault (5%) and five cases of sexual harassment (2.2%). Further analysis of the data reveals that:

- Seventy-nine percent of the victimization incidents described by the respondents occurred in the past two years; 59% within the past year and 20% within the past two years. Only 15% of the incidents occurred more than 3 years ago. (see Figure 12)
- A large proportion of the "most serious" victimization incidents described by the respondents took place at school (42%), or in the area around the

school (20%). An additional 14% took place in the respondent's own neighbourhood. Nine percent of these incidents either took place at the respondent's own home or at someone else's home. The remainder (12%), took place in other public areas including parks, shopping malls, parties, and streets outside of the respondent's own community. (see Figure 13)

- Further analysis reveals that 80% of the thefts described by the respondents took place at school, as did 47% of the threats, 46% of the physical assaults, 35% of the sexual assaults and 18% of the robberies. In addition, a high proportion of all robberies (36%), physical assaults (35%), and sexual assaults (18%), took place in the area around the school. (see Figure 14)
- According to our respondents, one out of every four victimization incidents (27%), involved an offender who was another student at the school. An additional 22% of offenders were acquaintances (defined as someone the respondent has seen but did not know well) and 11% of all offenders were friends with the victim. We cannot determine whether these friends or acquaintances were also students at the same school. Finally, 25% of the offenders were strangers. By contrast, only 8% were parents or other relatives. (see Figure 15)
- Only 7% of the respondents reported their "worst victimization" experience to the police. In other words, 93% of the victims decided not to report these criminal incidents to the authorities. The rate of reporting to the police moves from 0% for sexual harassment, to 7% for sexual assault, to 13% for gun assault, and to 15% for theft. (see Figure 16)
- All respondents who indicated that they did not report their victimization to the police were asked why they did not report this crime. On average, respondents gave 4.3 different reasons for not reporting their victimization experience to the police. The most common reasons include: 1) The belief that the police can't provide protection from offenders (62%); 2) The person feels that they can take care of themselves (61%); 3) The victim does not want to upset their parents (60%); 4) The victim fears that, because of the victimization, parents will prevent them from going out in the future (57%); 5) It is a waste of time to report the crime. The police can't or won't do anything about it (53%); 6) The victim is afraid of the offenders and fears reprisals if they report (54%); 7) The victim does not want to be a "snitch" (52%); 8) The victim does not like or trust the police (51%); 9) The victim believes that the police would not take the crime seriously (50%); 10) The matter or incident was too trivial (47%); 11) The victim wants to get their own revenge (33%); 12) The victim does not want to get in trouble with the police (30%); and 13) The victim does not want the offender or offenders to get into trouble (28%). Clearly, the reasons youth don't report their victimization experiences to the police are complex. It seems that young people view the decision to report as a rational calculation, and thus, weigh

the benefits of reporting against the possible consequences. Unfortunately, the vast majority of youth think that reporting their victimization experiences to the police will only make their life more difficult.

TABLE ELEVEN:

Number and Percent of Students Reporting a “Most Serious” Criminal Victimization, by Type of Crime

MOST SERIOUS VICTIMIZATION	NUMBER	PERCENT
No victimization reported	246	58.2
Victimized – but no details provided	60	14.2
Victim of a robbery	28	6.6
Victim of an assault	26	6.1
Victim of theft	20	4.7
Victim of a sexual assault	17	4.0
Victim of physical threats	13	3.1
Victim of a gun crime	9	2.1
Victim of sexual harassment	4	0.9
SAMPLE SIZE	423	100.0

TABLE TWELVE:

Number and Percent of All “Major” Criminal Victimization Cases Reported by Students at C.W. Jefferys, by Type of Crime

MOST SERIOUS VICTIMIZATION	NUMBER OF CASES	PERCENT OF CASES
Victimized – but no details provided	60	33.9
Victim of a robbery	28	15.8
Victim of an assault	26	14.7
Victim of theft	20	11.3
Victim of a sexual assault	17	9.6
Victim of physical threats	13	7.4
Victim of a gun crime	9	5.1
Victim of sexual harassment	4	2.2
TOTAL CASES	177	100.0

FIGURE 12:
Timing of Most Serious Victimization
 %

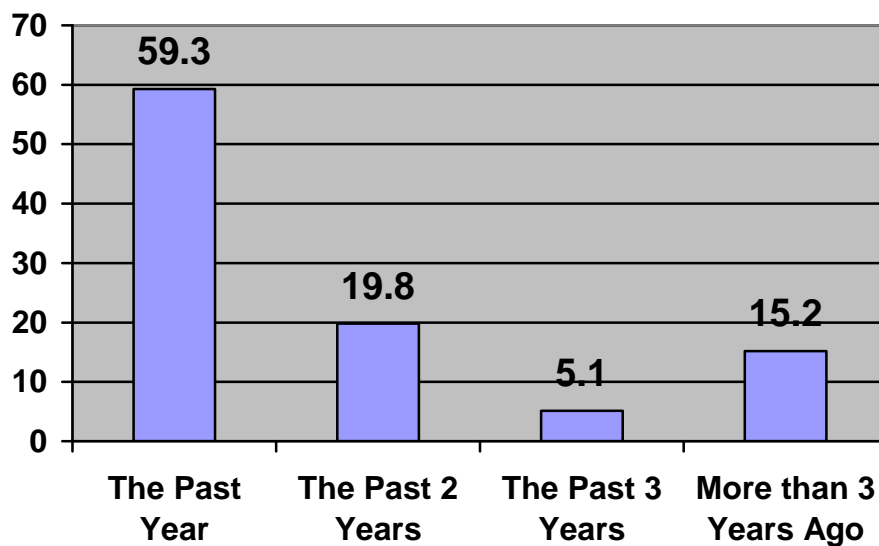


FIGURE 13:
Location of Most Serious Victimization

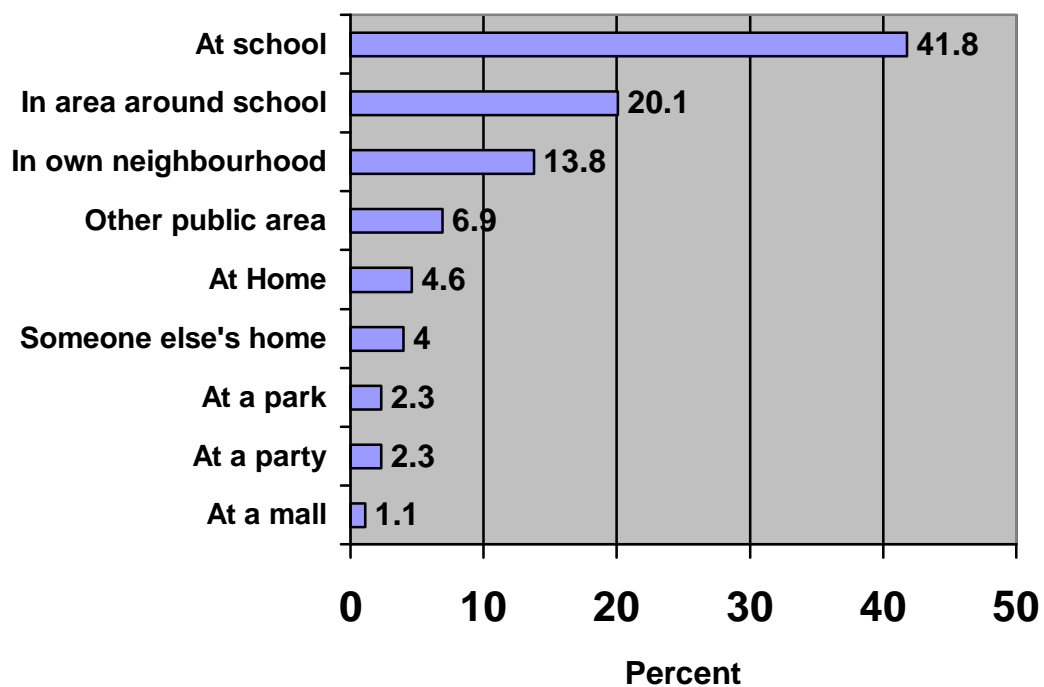


FIGURE 14:
Percent of "Most Serious" Victimization that Took Place
at School or in the Area Around School, by Crime Type

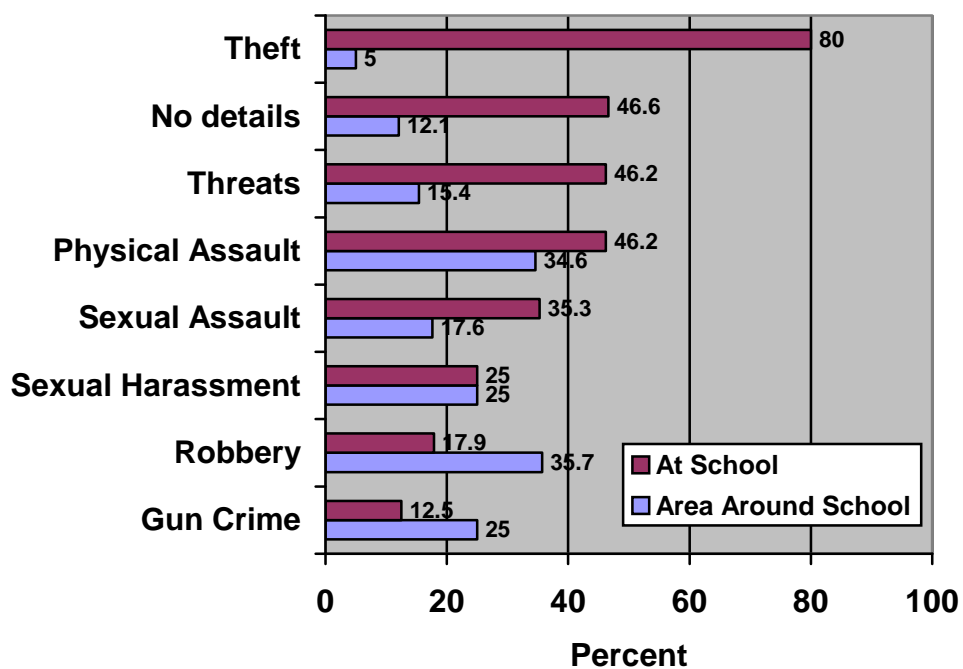


FIGURE 15:
Relationship of the Offender to the Victim

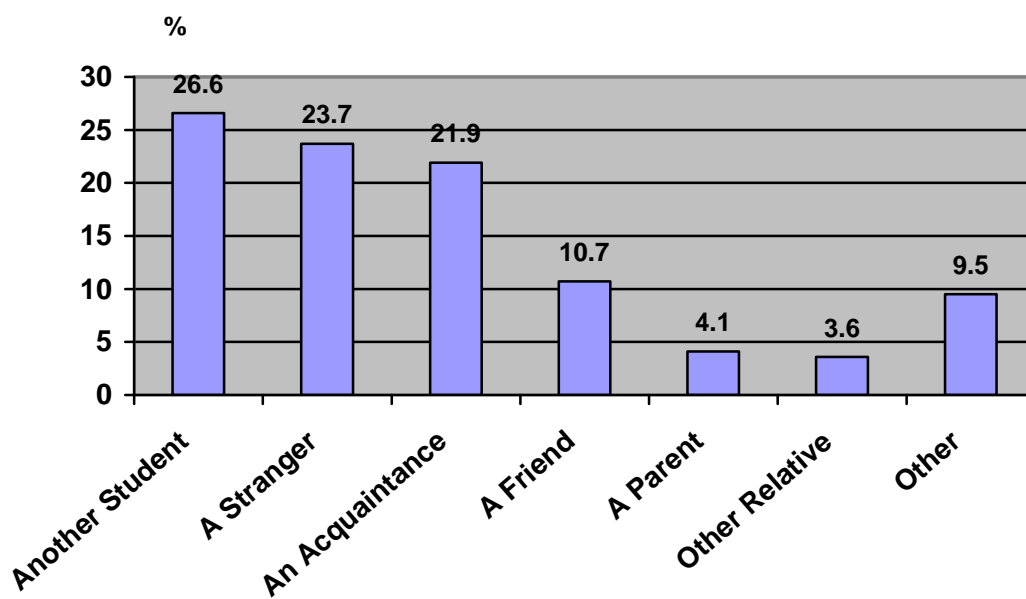


FIGURE 16:
Percent of Students Who Reported Their "Most Serious" Victimization Experience to the Police,
by Type of Victimization

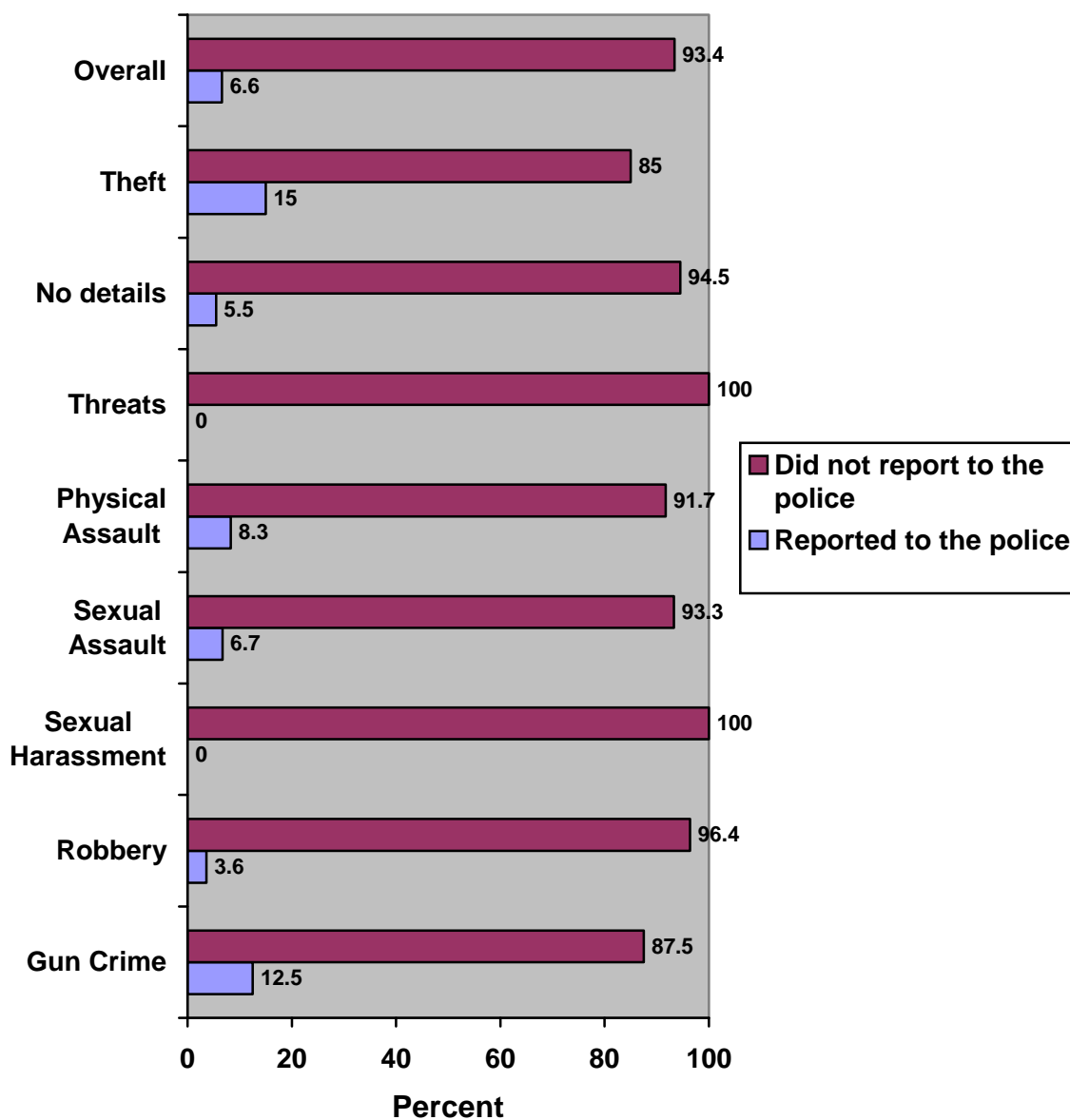
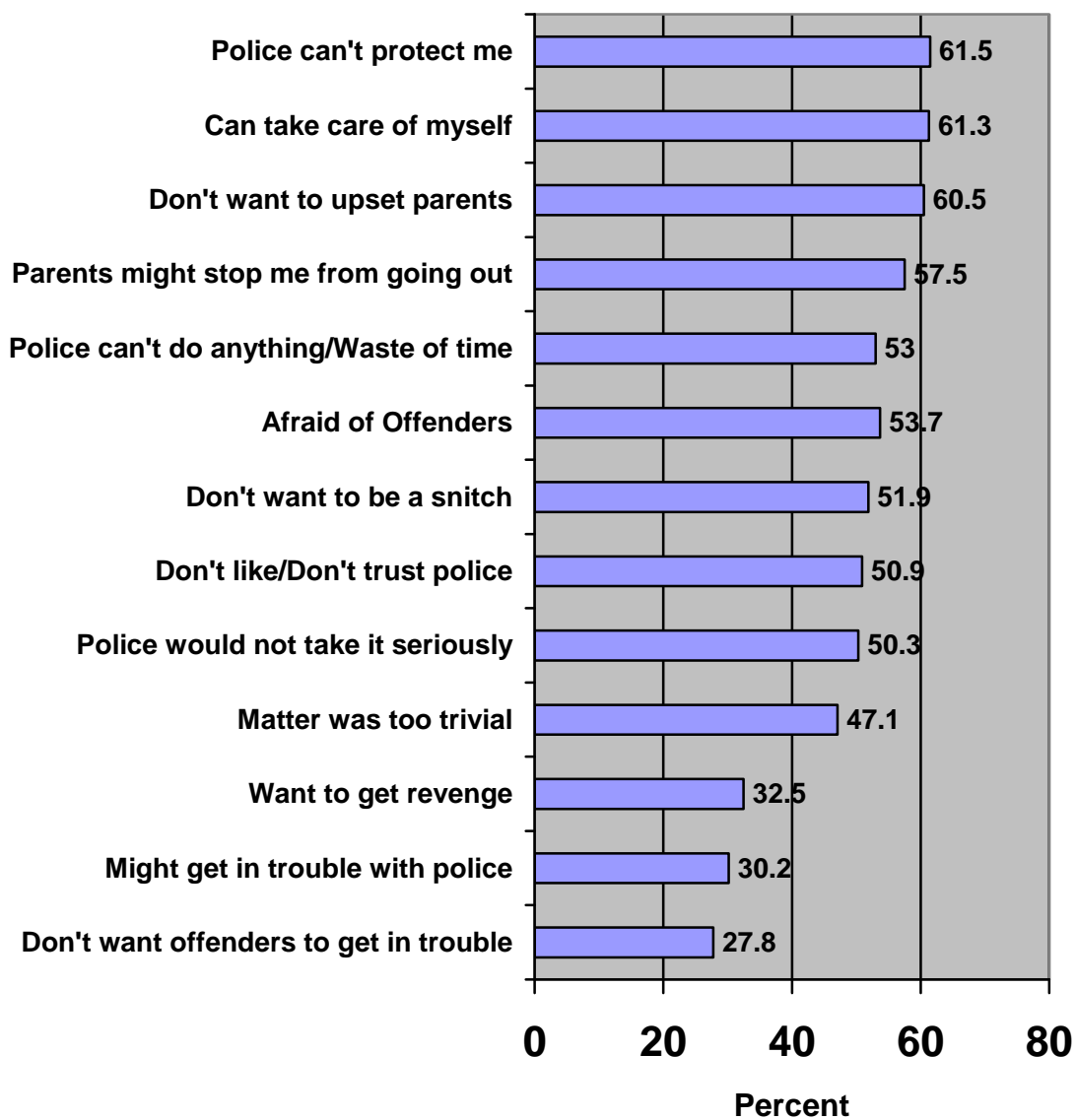


FIGURE 17:
Reasons Students Do Not Report Their Personal
Victimization Experiences to the Police



3.02.10 Witnessing Crime

We also asked our student respondents from C.W. Jefferys whether they had ever *witnessed* four different types of crime including: 1) A shooting or gun battle; 2) A serious physical assault or beating; 3) Drug dealing; and 4) A robbery. We also asked respondents when they last witnessed each type of crime and whether they reported the last incident they witnessed to the police. The results indicate that a large proportion of students at C.W. Jefferys have witnessed serious criminal incidents. (see Figure 18)

- Forty-two percent of all respondents indicate that they have witnessed drug dealing at some time in their life. The majority of these respondents (78%) witnessed drug dealing in the past twelve months. Over 90% of those who had witnessed drug dealing had seen this crime over the past two years.
- Forty two percent of all respondents indicate that they have witnessed a serious attack or beating in their life. A third of these respondents (35%), had witnessed a serious assault in the past year and three quarters (74%), had seen a serious assault in the past two years.
- Thirty-eight percent of respondents indicate that they have witnessed a robbery or mugging at some time in their life. The majority of these respondents (58%), indicate that they witnessed this crime in the past year. An additional 19% of robbery witnesses had observed this type of criminal incident in the past two years.
- Finally, 23% of all respondents indicate that they have witnessed a shooting or gun battle at some time in their life. Two-thirds of these observed shootings (68%), took place within the past two years. A third (29%), took place within the past year. Unfortunately, the questionnaire does not allow us to determine where these shootings took place.

Regardless of the type of crime, most witnesses did not report to the police. (see Figure 19) For example, only 3% of the respondents who witnessed drug dealing reported the incident to the police, only 6% reported serious assaults, only 7% reported robberies and only 9% reported shootings or gun battles. These figures serve to illustrate just how difficult it is for the police to both identify and solve specific criminal events and how reluctant students from C.W. Jefferys are about cooperating with the police.

Those respondents who did not report the crimes they had witnessed to the police, were asked why they decided not to report these incidents. (see Table 13) As with their own personal victimization experiences, (see discussion in the previous section) respondents often gave multiple reasons for not reporting the crimes they had witnessed to the police; an average of 5.7 reasons per respondent. For each type of crime, the majority of witnesses simply stated that they felt the incident was “none of their business.” For example, 56% of those who had witnessed a shooting said it was none of their business,

as did 61% of robbery and assault witnesses and 79% of those who had witnessed drug dealing.

Other common reasons for not reporting crimes include fear of the offenders, a belief that the police can't protect witnesses and both fear and distrust of the police. Many respondents (over 33% for each type of crime), also indicated that they did not want to get a reputation as a "snitch". About 20% of witnesses stated they did not report criminal incidents because there were other witnesses and they were not needed. Finally, regardless of crime type, one in ten witnesses (11%), did not report to the police because they did not want to appear in criminal court. In summary, these findings further illustrate that, because young people are often reluctant to report the crimes that they witness or experience, a great deal of youth crime in Toronto goes undetected by both the police and other adult authority figures. This fact underscores the need for anonymous surveys (like the present study), that can shed light on the many criminal events that go unreported to the police.

FIGURE 18:
Percent of Students Who Have Witnessed Specific Types
of Crime in their Lifetime, by Crime Type

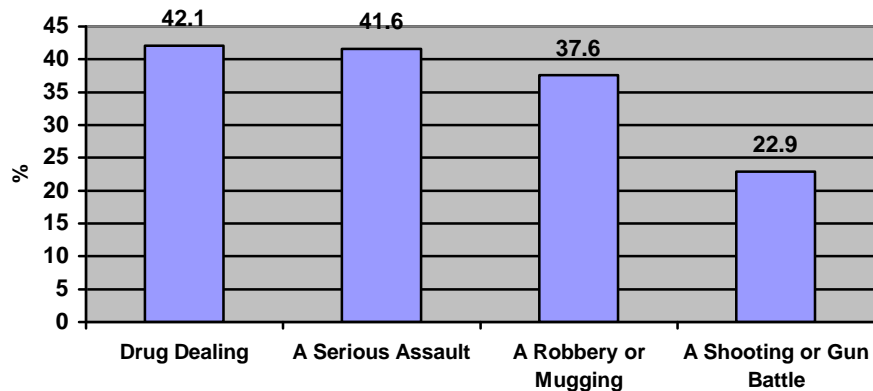


FIGURE 19:
Percent of Student Witnesses Who Reported the Crime
to the Police, by Crime Type

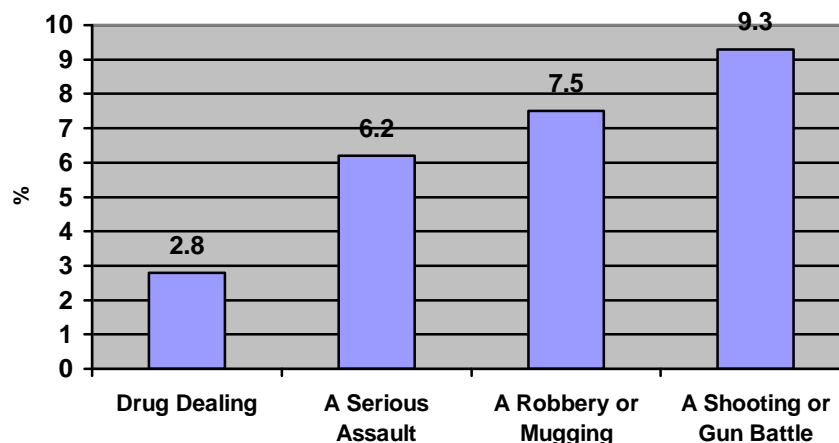


TABLE THIRTEEN:
Student Reasons for Not Reporting the Crimes that they Witnessed to the Police

Reason for Not Reporting Crime to the Police	TYPE OF CRIME WITNESSED BY THE STUDENT			
	Gun Battle or Shooting (%)	Mugging or Robbery (%)	Drug Dealing (%)	Serious Physical Assault (%)
None of my business	55.7	61.0	78.7	61.4
Police can't protect me	49.5	50.3	33.1	48.3
Afraid of offenders	47.4	50.9	43.3	47.1
Don't trust the police	39.2	33.9	31.5	35.8
Don't want to be a snitch	37.1	43.4	46.1	41.8
Many other witnesses (was not needed)	21.6	20.1	10.1	24.4
Afraid of the police	19.6	16.3	11.2	15.9
It would not help	14.4	13.2	15.7	7.9
Offender was caught	13.4	10.7	3.3	7.4
To protect the offenders	11.3	7.5	12.9	12.5
Don't want to appear in court	11.3	11.3	11.8	7.4
Might get in trouble with police	6.2	7.5	7.3	5.7
Might get in trouble with family	5.1	7.5	9.0	6.3
Police witnessed the crime	5.1	1.9	2.8	3.4
SAMPLE SIZE	97	159	178	176

3.02.11 Improving School Safety

We also asked the students at C.W. Jefferys to express their own opinions with respect to how to improve school safety and discipline. We first presented the respondents with nine specific strategies that have sometimes been proposed by policy-makers. The students were then asked whether they thought each strategy was a very good idea, a good idea or a bad idea with respect to improving safety at their school. (see Table 14 and Figure 20) The results reveal that:

- Three out of every four respondents (75%), think that increasing funding for after-school programs and extra-curricular activities is a good or very good idea with respect to improving school safety.

- The vast majority of students (72%), also think that it would be a good or very good idea to provide more counselling or help for students who keep getting into trouble.
- Seven out of ten students (69%), also think it would be a good idea to install security cameras in the halls and in the classrooms.
- Two-thirds of the sample feel (64%), that it would be a good or very good idea to increase the number of security monitors at the school.
- Sixty percent of the respondents think that it would be a good idea or very good idea to make students carry or wear security passes with the student's name and photo while at school.
- Student support for other safety strategies is more divided. For example, less than half of the students surveyed (45%), think that having one way in and out of the school is a good or very good idea. Similarly, only 44% think that the school should adopt a mandatory uniform policy and only 43% think that the school should install metal detectors at school entrances. Unlike the other strategies, discussed above, more than a third of the students surveyed believe these three strategies are a bad idea.
- The least popular strategy appears to be giving police more power within the school. For example, only a third of the respondents (35%), feel that it would be a good idea or very good idea to give the police permission to search student lockers at any time, in order to locate guns, other weapons and drugs. By contrast, over 60% of the students surveyed feel that this is a bad idea.

Finally, in order to examine student attitudes towards school disciplinary practices, we asked the respondents how they thought students at C.W. Jefferys should be punished for engaging in different types of disciplinary infractions. (see Table 15 and Figures 21 and 22) The results suggest that:

- The majority of students (64%), think that students should not be punished at all for wearing hats in school. However, 18% felt that a detention was warranted and 8% thought the school should call the parents of students who violate this rule.
- A third of students (30%), also think that there should be no punishment for talking back to teachers. On the other hand, 32% of respondents think that those who talk back should be given a detention, 23% percent think the school should call their parents and 17% think that these students should have to see a counsellor. Twelve percent think that students who talk back should actually be suspended (9%), or expelled (3%), from school.

- A third of our respondents (33%), feel that students should not be punished at all for teasing or insulting other students. On the other hand, 34% think such students should be given a detention, 18% think that the school should call their parents and 18% think that these students should talk to a counsellor. Fifteen percent of the students we surveyed think that students who tease or insult other students should be suspended (12%), or expelled (3%).
- The respondents are much harsher with respect to more serious disciplinary violations. For example, 49% of the respondents think that students should be suspended for fighting at school, 12% think they should be expelled and 11% think that the school should call the police.
- Similarly, 46% of the respondents think that students should be suspended for stealing from other students, 22% think they should be expelled and 22% think the school should call the police.
- A third of the respondents (34%) think that students who sell drugs at school should be suspended and 36% think that these students should be expelled. An additional 29% think the school should call the police.
- Finally, 40% of the respondents think that students should be suspended for bringing a weapon to school. A similar proportion (38%), think that such students should be expelled and 40% think the school should call the police.

It is quite obvious that the majority of respondents think that the school should only call the police for very serious violations of the code of conduct. Only one out of every ten respondents (11%), for example, thinks that the school should call the police to deal with students who are fighting. Similarly, less than a quarter of respondents (22%), think the police should be called for theft and only 29% think the police should be called for drug dealing. Finally, less than half of all students (40%), think that the school should call the police to deal with students who bring weapons to school. It is interesting to note that even when it comes to dealing with serious criminal activity like drug dealing, assault, theft and carrying weapons to school, the majority of students *do not* think the school should call the police. Clearly, most students think that the answer for dealing with badly behaved students, even those involved in serious criminal activity, lies outside of the criminal justice system.

In summary, the results of the survey suggest that the students at C.W. Jefferys are quite split with respect to their ideas about how to improve school safety and deal with students who break the rules. Although some students seem to favour a tough approach to school safety issues (more student suspensions and expulsions, greater use of the police, the installation of metal detectors, mandatory school uniforms, security passes, etc.), other students are strongly opposed to such strategies. However, most of the students at the school seem in favour of particular measures including the installation of security

cameras, more security monitors, increased funding for after-school programs and increased counselling for students with chronic behaviour problems.

TABLE FOURTEEN:

Percent of Students who think Specific Strategies are a “Good” or a “Bad” Idea With Respect to Increasing School Safety

School Safety Strategy	A Very Good Idea	A Good Idea	A Bad Idea	A Very Bad Idea	Don't Know
Provide more after-school programs and activities.	44.2	31.2	5.4	2.8	16.3
Provide more counselling for students who keep getting into trouble.	40.0	32.2	5.7	3.1	19.1
Put more security cameras in school halls and classrooms.	31.0	37.6	10.4	4.3	16.7
Increase the number of security people in schools.	31.0	33.3	14.2	5.9	15.6
Mandatory uniforms for all students.	26.2	18.2	15.6	28.1	11.8
Identification Badges for all students.	25.5	33.8	14.7	8.0	17.9
Metal detectors in school.	24.3	18.7	19.9	22.7	14.2
Creating one way to enter and exit the school	21.5	23.6	22.5	14.4	18.0
Give police the permission to check student lockers at all times.	16.5	18.7	22.7	27.4	14.6

Sample Size = 423

FIGURE 20:
Percent of Students Who Think that Specific Policies
are a "Very Good" or "Good" Strategy
for Increasing School Safety

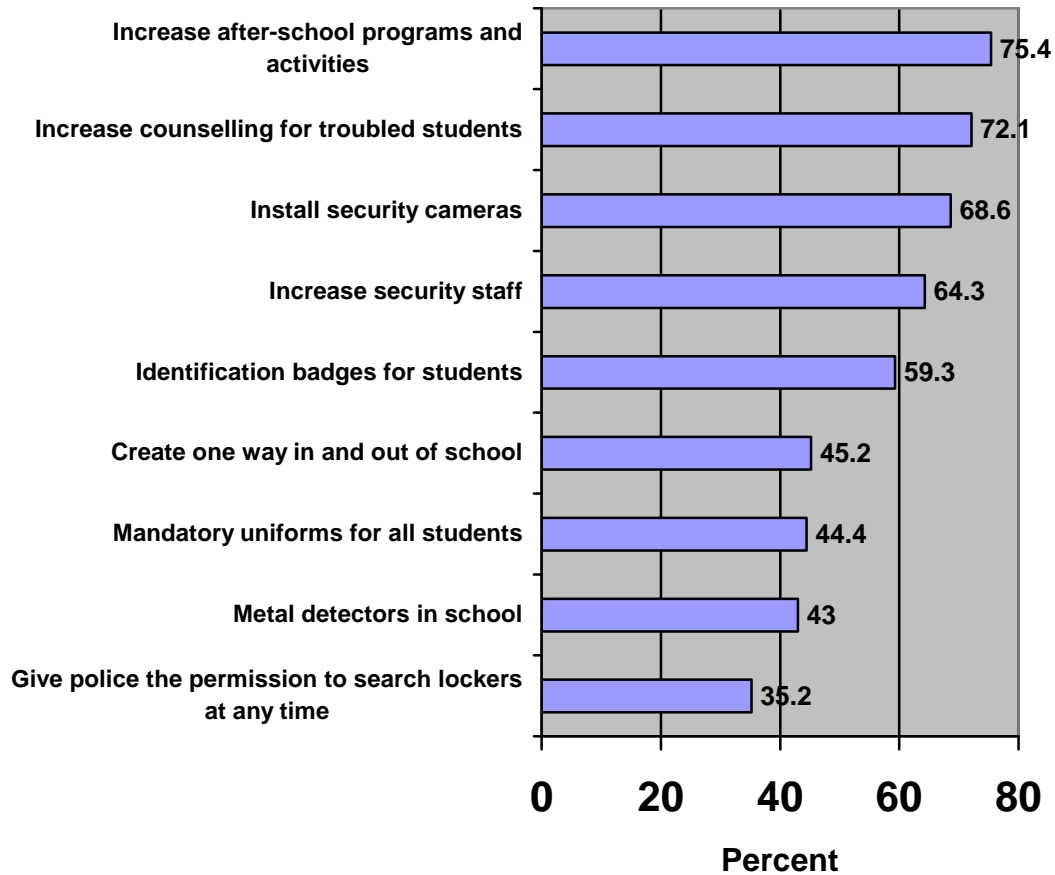


TABLE FIFTEEN:
Percent of Students Who Support Specific Types of Punishment,
by Type of Disciplinary Infraction

Recommended Punishment	Talking Back To Teachers	Wearing a hat in School	Selling Drugs	Bringing Weapons To School	Stealing	Fighting	Teasing or Insulting other students
No punishment	30.0	64.1	7.8	4.5	5.0	7.6	32.5
Detention	31.7	18.0	9.9	7.6	18.0	27.0	33.7
Call parents	22.5	7.6	18.9	19.1	26.2	27.9	18.4
Counselling	17.5	5.0	11.1	11.3	13.5	21.3	18.4
Other type of punishment	6.1	3.8	3.3	4.0	1.9	2.4	2.9
Suspension	9.5	5.7	33.6	39.7	46.3	49.2	11.8
Expulsion	3.1	2.6	36.2	37.6	21.5	12.1	2.6
Call police	0.0	0.0	28.6	39.7	21.7	11.3	0.0

Sample Size = 423

FIGURE 21:
Percent of Respondents Who Think that Students
Should be Suspended or Expelled
for Specific Disciplinary Infractions

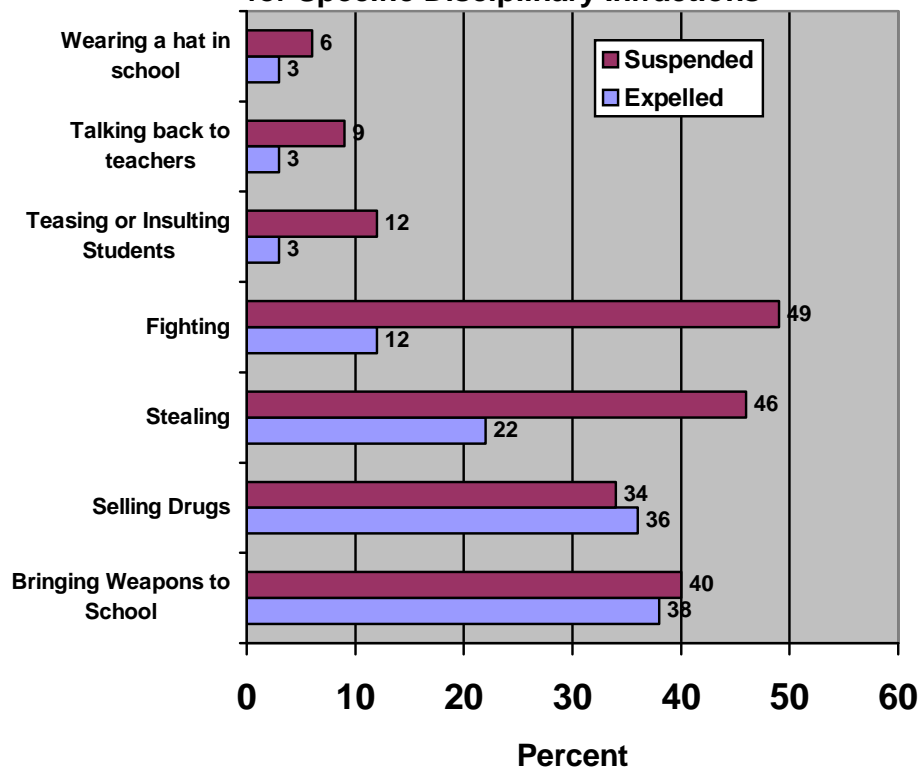
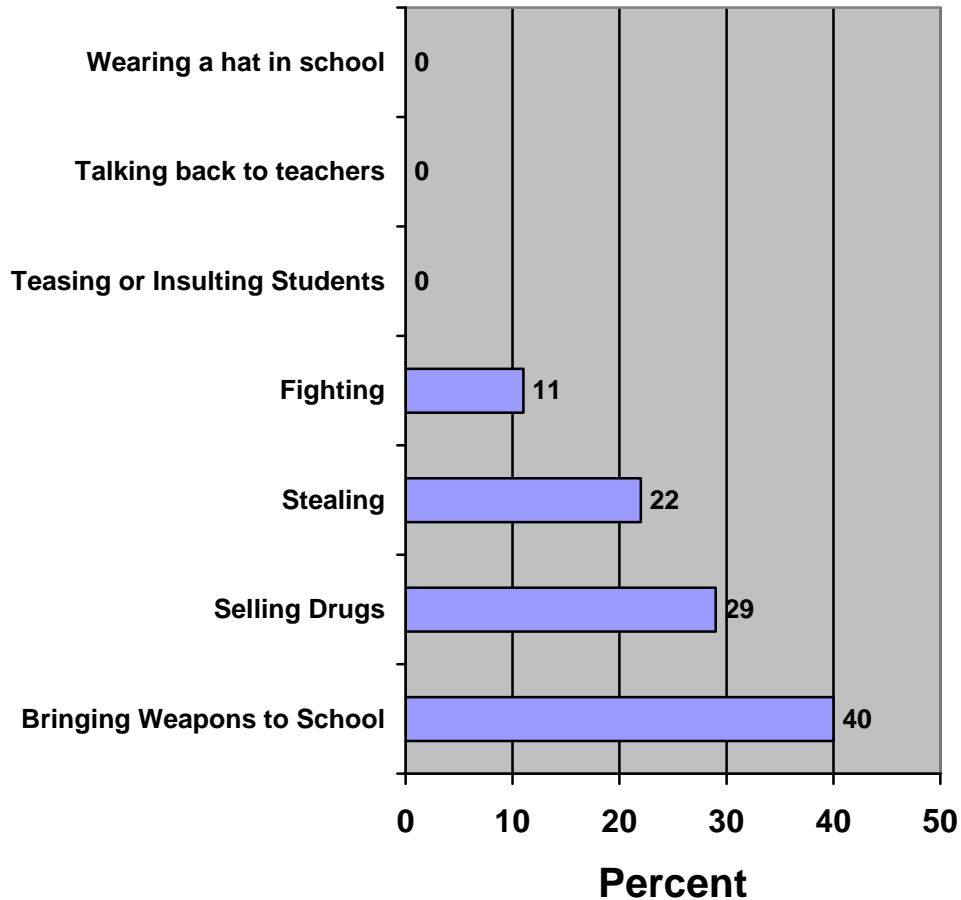


FIGURE 22:
Percent of Respondents Who Think that the
Police Should be called to the School for
Specific Disciplinary Infractions



3.02.12 Perceptions of Racism and Social Injustice

During our initial consultations, a number of students, parents and school officials claimed that racism and race relations were problems at C.W. Jefferys and other schools within the Greater Toronto Area. In order to examine these issues, we asked our student respondents from C.W. Jefferys whether they thought people from their own racial group were treated fairly at school and in the wider community. An examination of the data suggests that a significant proportion of students believe that members of their racial group are subject to discrimination with respect to both expulsion and grading practices. Furthermore, almost 50% of all respondents believe that the school is more likely to call the police to deal with racial minority students than White students. It is important to note, however, that perceptions of racism are not confined to the school environment.

Indeed, a large proportion of students also identify racism with respect to policing and employment opportunities. (see Table 16)

Other findings suggest that the majority of respondents believe that rich kids have a better chance to succeed in Canada than poor kids and over a third do not believe that everyone has an equal chance of getting a good education. It is important to note that those perceptions are actually quite consistent with the academic literature. Nonetheless, despite such perceptions of social injustice, the majority of respondents (over 70%), believe that they will eventually get a good job.

Finally, the students appear split on the issue of teacher treatment. For example, while a third of respondents think that teachers treat all students the same, over half feel that teachers treat some students better than others. Similarly, while 50% of the students think that the teachers at C.W. Jefferys work hard to help students succeed, 25% disagree and 21% are unsure if teachers work hard to help students or not.

Additional analysis reveals that perceptions of racial bias and social injustice at C.W. Jefferys are much more prevalent among Black students than students from other racial backgrounds. (see Table 18) For example, almost two-thirds of Black students (59%), believe that students from their racial group are more likely to be unfairly expelled from school than students from other racial backgrounds. By contrast, this view is shared by only 22% of Asian students, 16% of West Asian students, 14% of South Asian students and 14% of White students. Similarly, over half of the Black respondents (52%), believe that discrimination makes it difficult for students from their racial group to get good grades at school, compared to 24% of Asians, 23% of South Asians, 18% of Whites and 5% of West Asian students. Finally, 64% of Black respondents believe that the school is more likely to call the police on racial minority students than White students. This opinion is shared by 42% of Asian students, 29% of South Asian students and 21% of West Asian students. Interestingly, over a quarter of the White students (27%), agree that the school is more likely to call the police on racial minority students than White students.

The results also suggest that, compared to students from other racial backgrounds, Black students are more likely to perceive police discrimination, employment discrimination, social class bias and teacher favouritism. For example, 76% of the Black respondents believe that students from their racial group are more likely to be unfairly stopped and questioned by the police than students from other racial groups. By contrast, police bias is recognized by only 31% of South Asians, 24% of Asians, 11% of West Asians and 4% of white students. Almost two-thirds of Black students (65%) also believe that discrimination makes it difficult for people from their racial group to get a good job, compared to 23% of South Asians, 19% of Asians, 14% of Whites and 5% of West Asians. Finally, only 24% of Black students believe that teachers treat everyone the same, compared to 48% of South Asians, 47% of Asians, 46% of Whites and 58% of West Asian students.

The results of the Panel survey suggest that a very high percentage of Black students at C.W. Jefferys perceive that they face racial discrimination both inside and outside of school. It should be stressed that these results are remarkably similar to a 1994 study of Toronto high school students conducted by the Commission on Systemic Racism in the Ontario Criminal Justice System.⁴⁶ Apparently, perceptions of racial bias and discrimination have not diminished among Black students over the past decade and a half. In light of these disturbing findings, we must ask ourselves a series of difficult but extremely important questions: 1) How did these perceptions of racial discrimination develop? To what extent do these perceptions of racism reflect the actual lived experience of Black students at C.W. Jefferys and other schools in Toronto? 2) What impact does racism and the perception of racism have on the quality of life for Black students at Toronto high schools? Do feelings of marginalization and alienation impact educational ambitions, academic performance and student behaviour? Does racism, and the perception of racism, make it more difficult for some students to succeed in school than others? and 3) How can we eliminate racism and injustice within schools and increase the level of confidence Black students have in the educational system? How can we reduce perceptions of racial injustice and marginalization? It could be argued that, until these difficult questions are fully answered, the school environment *will not* be seen as *safe* by many students of colour. Indeed, dealing with issues of racism, in our opinion, should be central to any broader discussion of school safety issues.

⁴⁶ Ruck, Martin and Scot Wortley (2002), "Racial and Ethnic Minority High School Students' Perceptions of School Disciplinary Practices: A Look at Some Canadian Findings." *Journal of Youth and Adolescence* 31 (3): 185-195.

TABLE SIXTEEN: Percent of Students Who Agree or Disagree with Various Statements About Racial Discrimination and Social Injustice

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
Students from my racial group are more likely to be unfairly expelled from school than students from other racial groups	12.5	21.5	25.3	18.4	22.2
Teachers treat all students the same.	9.0	27.2	36.2	15.6	12.0
Discrimination makes it difficult for students from my racial background to get good grades in school.	10.9	22.7	26.7	16.3	23.4
Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	24.8	20.8	21.0	15.1	18.2
Discrimination makes it difficult for people from my racial group to get a good job.	16.8	22.5	24.3	13.9	22.5
Everyone in Canada has an equal chance of getting a good education.	20.8	31.4	23.6	10.9	13.2
I will eventually get a good job.	43.0	28.8	5.0	4.7	18.5
Rich kids have a better chance in Canada than poor kids.	34.8	22.2	16.3	9.5	17.2
The school is more likely to call the police on racial minority students than white students.	20.6	24.6	17.0	9.7	28.2
Teachers at my school work hard to help students become successful.	18.9	35.2	16.5	8.5	20.8

Sample Size=423

TABLE SEVENTEEN: Percent of Students Who “Strongly Agree” or “Agree” with Various Statements About Racial Discrimination and Social Injustice, by Racial Group

Statement	Black	Asian	South Asian	West Asian	Other Minority	White	
Students from my racial group are more likely to be unfairly expelled from school than students from other racial groups	58.8	21.8	14.3	15.8	30.6	13.6	**
Teachers treat all students the same.	24.3	47.4	47.6	57.9	26.4	45.5	**
Discrimination makes it difficult for students from my racial background to get good grades in school.	52.0	24.4	22.6	5.3	30.6	18.2	**
Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	75.7	24.4	31.0	10.5	45.8	4.5	**
Discrimination makes it difficult for people from my racial group to get a good job.	64.9	19.2	22.6	5.3	44.4	13.6	**
Everyone in Canada has an equal chance of getting a good education.	33.1	65.4	72.6	73.7	44.4	63.6	**
I will eventually get a good education and a good job.	66.2	80.8	78.6	63.2	70.8	63.6	NS
Rich kids have a better chance in Canada than poor kids.	72.3	53.8	38.1	36.8	56.9	54.5	**
The school is more likely to call the police on racial minority students than white students.	64.2	42.3	28.6	21.1	40.3	27.3	**
Teachers at my school work hard to help students become successful.	52.0	56.4	58.3	57.9	50.0	54.5	NS

NS Racial differences are not statistically significant

** Racial differences are statistically significant at $p < .001$

Sample Size=423

3.02.13 Student Comments

At the conclusion of the questionnaire, students were thanked for their participation in the survey and asked if they had any other comments that they would like to make. Many students took the opportunity to make additional comments. Three distinct themes emerged. First of all, a number of students wanted to stress that C.W. Jefferys is a safe school and that it was getting a bad reputation because of the Jordan Manners shooting. The following quotes are typical:

I don't feel unsafe at this school. This shooting could have happened anywhere. I don't think everyone should over-react towards the situation. You should think carefully and smart about it.

I feel safe at Jefferys even after the shooting happened.

I don't think that we need to upgrade our school safety considering that in the four years that I have been here this is the first time someone got shot.

Jefferys is a good school. The teachers are caring. It is only a few bad students who ruin it for everyone.

Jefferys really did not have a problem before Jordan Manners was shot. Please just leave our school alone.

Our school is better than other schools. This happens every day on the streets and could have happened at any other school.

Our school is good!! Shit just happens everywhere.

The Jordan Manners incident is an isolated incident is not a reflection of my school.

Our school is really safe and it's just like every other school. There is nothing bad about our school.

Other students acknowledged that, in their opinion, C.W. Jefferys has some serious safety issues and expressed hope that these issues would be dealt with. The following quotes are typical:

Please make some serious changes in this school, especially students who do not obey the rules and do as they wish.

Please improve the safety at the school – it is very needed.

Act fast before things get worse. Don't act like you want to help if all you want to do is give the appearance of working hard.

Students should not be walking around the hallways during class because I see that all the time. Even with the hall monitors I still see kids hanging out with them in the hallways.

I don't think it should have taken Jordan Manners death for people to actually notice that there should have been changes.

Finally, some students felt that the problems at C.W. Jefferys were a reflection of the many problems facing the people in the 'Jane-Finch' community and were not a reflection of the school itself. As some students wrote:

The problems at this school are caused by poverty. Need to help poor people more so they don't sell drugs or join gangs.

The problems in the school are caused by Jane/Finch. They don't come from the school. But some teachers just give up!! We need teachers who care and will work with us kids here. Most of us are good.

This school is located in a bad area, hence the bad kids who attend it. Fix the state of the area and the school will subsequently be fixed. It really is not rocket science.

As one student anticipates, the solutions to many of the problems faced by C.W. Jefferys and other Toronto schools are complex and require the commitment of all segments of society:

I think a great solution would be to talk to youth about this when they're teenagers. It's sad you wait until Jordan dies before you start. Get youth from when they're young. Plant peace in their minds and let them grow with it. Don't make it so that anyone feels they would even have to resort to violence as a solution. Adults have failed to reach us and to teach this to youth as you can see. It's not too late, but changes should be made earlier and we should be stricter with students and with adults.

3.02.14 Conclusions

In our opinion, the Panel survey of C.W. Jefferys students provides cause for optimism and cause for concern. On the positive side, with the exception of the period immediately following the shooting of Jordan Manners, most students feel safe at C.W. Jefferys. Indeed, despite the Jordan Manners tragedy, most students feel that C.W. Jefferys is a safe school. Indeed, half of the students feel that C.W. Jefferys is still safer than most other high schools in Toronto. Other positive findings include the fact that most

respondents feel that the teachers and students get along and that teachers care for their students.

On the negative side, the results indicate that a large proportion of the students who participated in the survey think that there are serious problems at C.W. Jefferys including problems with student-teacher relationships, disorder in the hallways, students who talk back and disrespect their teachers, discrimination by teachers against students and the presence of weapons, drug dealing and gangs within the school. The results of the survey also indicate that a significant proportion of the students who participated in the study have been the victim of threats, physical assaults, theft, sexual assaults, gun assaults and other types of crime, both inside and outside of school. The Panel stresses, however, that the levels of victimization observed in this study are quite consistent with the findings of other high school victimization surveys conducted in Toronto and other North American cities over the past decade.

The survey also found that the vast majority of students at C.W. Jefferys will not talk to the police or school officials about crimes they have witnessed or even their own victimization experiences. Reasons for not reporting include fear of the offenders, fear of the police and a belief that the police can't provide protection from retaliation. It is also clear that part of the problem may be rooted in an emerging youth culture that enforces a "code of silence" and calls for youth to "stop snitching."

Finally, the survey also found strong evidence that racism is a major concern at this school, particularly for Black students. Indeed, the majority of Black students perceive racial bias with respect to grading and disciplinary practices and feel that teachers treat some students better than others. We will return to these issues in later sections of the Report.

The Panel acknowledges that there are distinct methodological strengths and weaknesses with using surveys to document youth attitudes and experiences. That is why we have tried to supplement our survey results with other forms of data collection (official records, one-on-one consultations, etc.). One concern with the present survey is whether the students who completed the questionnaire have the same attitudes and experiences as the students who did not complete the survey. In other words, can the results of the survey be generalized to the entire C.W. Jefferys student population. Some academics have argued that surveys of high school populations often under-estimate the true level of crime and violence in the school environment. They argue, for example, that the worst behaved students within a school are often the same students who refuse to participate in studies or skip classes when questionnaires are being administered. This may have been a problem with this survey – it is impossible to determine. With this in mind, the statistics on crime, violence and safety at C.W. Jefferys, presented above, may be conservative.

A second concern with the study is the line of questioning, particularly with respect to the issues of gun victimization and sexual assault. For example, with respect to gun victimization, we can't yet determine if the students at C.W. Jefferys were exposed to a single student with a gun or if guns are carried to school by a larger number of students.

Similarly, with respect to sexual assault, we can't yet distinguish between students who were the victim of unwanted sexual touching (minor sexual assault) and those who were forced into sexual encounters against their will (major sexual assault). As a result of these concerns, we produced a new questionnaire with more refined measures of both sexual assault and gun crime. We were able to administer this new questionnaire to the students at Westview Centennial Secondary School. The results of that survey are discussed in the next Chapter. We also tried to re-enter C.W. Jefferys to administer the new survey and conduct a more detailed examination of the guns and sexual assault issues at this school. Unfortunately, access to the students was blocked by the new Principal and we were unable to conduct further analysis. Nonetheless, we strongly believe that the results discussed above have shed considerable light on school safety issues at C.W. Jefferys Collegiate.

B. Survey of Teacher and Staff Perspectives at C.W. Jefferys

***Abstract:** By July 2007 the Panel had received 51 completed school safety questionnaires from staff members at C.W. Jefferys. This sample represents 63% of staff employed at the school during that period.*

As with the student survey, the C.W. Jefferys staff survey produced both optimistic findings and results that are cause for serious concern. To begin with, the results suggest that most C.W. Jefferys staff are dedicated professionals. Despite many challenges, the majority of respondents are happy with their jobs, enjoy working with students, and claim that, in general, teachers and students at C.W. Jefferys get along. On the other hand, at the time of the survey, the majority of respondents were very dissatisfied with the current school administration. Most felt that discipline was too lenient or inconsistently applied and that this situation had caused a deterioration in school safety and student behaviour. Indeed, a large proportion of faculty had witnessed criminal activity at C.W. Jefferys over the previous two years – including fights between students, drug trafficking, physical threats, sexual harassment and students with weapons. The majority of respondents also indicated that they had been subject to blatant student misbehavior – including challenges to authority, insults, teasing and accusations of unfairness with respect to both student punishment and grading. Finally, the majority of the staff who participated in the survey are fearful of the neighbourhood around C.W. Jefferys (especially at night) and claim that their school has serious problems with hallway disorder, youth gangs, drug trafficking, sexual harassment and violence between students.

With these findings in mind, it is not surprising to note that the majority of C.W. Jefferys staff support policies that are “tough” on student misbehavior. A high proportion of staff respondents, for example, would like to suspend or expel more students at C.W. Jefferys, call the police

more frequently to deal with unruly students, give police the power to search student lockers, increase the number of security cameras in the halls and increase the number of full-time security staff. Most would also support having a single entrance in and out of the school. However, it is important to note that the majority of staff members are also very supportive of “softer” initiatives that would attack the root causes of student misbehavior. These initiatives include the provision of better counselling for troubled youth, more after school programs and programs that would increase the involvement of parents in school activities.

Finally, it is important to note that, unlike the C.W. Jefferys students, few teachers feel that unfair grading, unfair punishment and racial discrimination by teachers against students is a problem at their school. In addition, few teachers support the hiring of more racial minority teachers as a strategy for increasing school safety.

Along with surveying the students at C.W. Jefferys, the Panel conducted a survey of all support staff and teachers at the school. As with the students’ survey, the questionnaire was designed to elicit information about the teachers’ own perceptions of and experiences with issues of school safety over the past two years (see questionnaire in Appendix L). The questionnaire was distributed to teachers and staff in early June 2007. After completing the questionnaire, staff respondents were instructed to seal their questionnaire and either mail it directly to the Panel offices or leave it at the school’s main office for pick-up by a member of the Panel research team. As with the students, staff respondents were asked not to put their name on the questionnaire. This guaranteed their anonymity. Staff respondents were also told that they did not have to fill out the survey if they did not want to and that they did not have to answer any questions they felt uncomfortable answering. They were informed that their participation in the survey was completely voluntary and that there were no consequences for refusing to take part.

Sample Characteristics

By mid-July, 2007 we had received 51 completed staff surveys from C.W. Jefferys (see Table 1). Forty-two respondents (82% of the sample) identified themselves as teachers. Nine respondents (18% of the sample) identified themselves as support staff. According to information provided by the administration, in June 2007 there were 89 staff members at this school – 61 teachers and 20 support staff. Thus, 51 of the 89 staff members at C.W. Jefferys participated in the survey, producing a respectable response rate of 63%. However, it should be noted the response rate was slightly higher for the teachers (69% of all teachers completed the questionnaire) than support staff (only 45% of support staff completed the questionnaire).

Six out of ten respondents (61%) are female, 39% are male. Only 20% of the respondents are under thirty years of age, a third (33%) are between 30 and 39 years, 14% are between 40 and 49 years and 31% are over 50 years of age. The majority of staff members are of white racial background (53%). However, this figure may be higher

because an additional 25% of the respondents refused to identify their racial background. It is clear that the racial background of C.W. Jefferys staff (at least those that responded to the survey) does not match the racial diversity of the student body. Indeed, while at least 53% of the staff respondents are White, only 5% of the student respondents (discussed above) are White. Similarly, while only 5.9% of the staff respondents are Black, 35% of the student respondents are Black. Most of the staff who participated in the study (82%) indicated that they had worked at C.W. Jefferys for more than 2 years. One quarter (25%) had worked at the school for ten years or more and 10% had worked at C.W. Jefferys for 20 years or more. Finally, while many of the student respondents indicated that they currently live in a poor or very poor community (see previous section), the majority of staff respondents reside in middle-class (59%) or wealthy neighbourhoods (31%). Furthermore, while many students report that they live in neighbourhoods with a lot of crime, the majority of staff respondents reside in neighbourhoods with either no crime (20%) or only a little crime (43%).

Additional analysis indicates that only a small proportion of our staff respondents live in the area around the school. Indeed, only 3 respondents (5.9%) live within five kilometres of the school. By contrast, 41% live more than 10 kilometres away from C.W. Jefferys and 43% live more than 20 kilometres away. The staff clearly view the neighbourhood around C.W. Jefferys as more dangerous than their own neighbourhood. Indeed, over 90% of the respondents feel that their neighbourhood has less crime (20%) or a lot less crime (71%) than the community around the school. Nine out of ten respondents (88%) also feel that their own neighbourhood is wealthier (45%) or much wealthier (43%) than the area around C.W. Jefferys. The majority of staff respondents (67%) also clearly indicate that they reside in communities that are less ethnically diverse than the C.W. Jefferys' community. Finally, the vast majority of C.W. Jefferys staff indicate that they *would not* live in the C.W. Jefferys community. By contrast, only 6 respondents (12%) indicated that they would live in the area around the school.

These findings raise important issues. During community consultations, for example, many parents and students complained that some teachers at C.W. Jefferys could not relate to the students because they did not come from the same type of community or share the same types of experiences. The data presented here is somewhat consistent with such claims. Clearly, most of the staff at C.W. Jefferys come from a wealthier, less ethnically diverse neighbourhood than the area around C.W. Jefferys. Similarly, most staff feel that they reside in a community with a much lower crime rate. Most importantly, the majority of respondents would not want to live in the "Jane-Finch" area. To what extent do staff perceptions of the C.W. Jefferys' neighbourhood impact the ways in which they interact with both parents and students at the school? To what extent are teachers and staff at C.W. Jefferys viewed as "outsiders" by students and parents? Can teachers effectively engage students when they come from such dramatically different worlds? We will further explore these themes later in the Report.

TABLE 1: Sample Characteristics (C.W. Jefferys Staff Survey)

Characteristics	Number of Staff	Percent
<i>Gender</i>		
Male	20	39.2
Female	31	60.8
<i>Age</i>		
20-29 years	10	19.6
30-39 years	17	33.3
40-49 years	7	13.7
50-59 years	13	25.5
60 years or older	3	5.9
Not stated	1	2.0
<i>Racial Background</i>		
White	27	53.0
Black	3	5.9
South Asian	3	5.9
West Asian	2	3.9
South-East Asian	1	2.0
Mixed race	2	3.9
Refused	13	25.5
<i>Current Position</i>		
Teacher	42	82.4
Staff	9	17.6
<i>Time at C.W. Jefferys</i>		
Less than 2 years	8	15.7
Between 2 and 5 years	16	31.4
Between 5 and 10 years	16	31.4
Between 10 and 20 years	8	15.7
More than 20 years	5	9.8
Refused	1	2.0
<i>Community of Residence</i>		
Very poor or poor	4	7.9
Average or middle-class	30	58.8
Above average or wealthy	16	31.4
Refused	1	2.0
<i>Crime in Own Neighbourhood</i>		
No crime	10	19.6
A little crime	22	43.1
An average amount of crime	16	31.4
A lot of crime	2	3.9
Don't know	1	2.0

Sample Size=51

**TABLE 2: Staff Perceptions of the C.W. Jefferys
(Jane-Finch) Neighbourhood**

Characteristics	Number of Staff	Percent
<i>Distance of Own Residence from C.W. Jefferys</i>		
Less than 5 kilometres	3	5.9
Between 5 and 10 kilometres	5	9.8
Between 10 and 20 kilometres	21	41.2
Between 20 and 30 kilometres	12	23.5
Over 30 kilometres	10	19.6
<i>Level of Crime in Own Neighbourhood</i>		
Same amount of crime as C.W. Jefferys neighbourhood	5	9.8
Less crime than C.W. Jefferys neighbourhood	10	19.6
A lot less crime than neighbourhood	36	70.6
<i>Social Class of Own Neighbourhood</i>		
Poorer than the C.W. Jefferys neighbourhood	1	2.0
Same social class as the C.W. Jefferys neighbourhood	5	9.8
Wealthier than the C.W. Jefferys neighbourhood	23	45.1
Much wealthier than C.W. Jefferys neighbourhood	22	43.1
<i>Ethnic Diversity of Own Neighbourhood</i>		
Less diverse than the C.W. Jefferys neighbourhood	34	66.7
Just as diverse as the C.W. Jefferys neighbourhood	12	23.5
More diverse than the C.W. Jefferys neighbourhood	5	9.8
<i>Would Staff Member Live in C.W. Jefferys Neighbourhood</i>		
No – would not live in C.W. Jefferys neighbourhood	38	74.5
Maybe – might live in C.W. Jefferys neighbourhood	7	13.7
Yes – would live in C.W. Jefferys neighbourhood	6	11.8

Sample Size=51

3.02.15: Problems at School

We began our exploration of school safety issues by asking staff respondents whether they thought specific behaviours were a problem at their school or not (see Table 3 and Figure 1). The results suggest that:

- Over 90% of staff feel that there is a very serious (51%) or serious problem (39%) with students who talk back to teachers. By contrast, only 56% of C.W. Jefferys students perceived this to be a serious or very serious problem.
- Over 80% of staff perceive that bullying is a serious or very serious problem at C.W. Jefferys (compared to 60% of C.W. Jefferys students).

- Three out of four staff members (75%) believes that student theft is a serious or very serious problem at C.W. Jefferys (compared to 67% of students)
- Two-thirds of staff members (69%) feel that gangs are a serious or very serious problem at C.W. Jefferys (compared to 46% of students).
- Two-thirds of staff members (65%) feel that fighting is a serious or very serious problem at C.W. Jefferys (compared to 55% of students).
- Sixty-three percent of staff feel that student drug use is a very serious or serious problem at C.W. Jefferys (compared to 51% of students).
- Almost half of staff members (49%) believe that student drug trafficking is a serious or very serious problem at C.W. Jefferys (compared to 47% of students).
- Almost half of staff respondents (47%) feel that students who gossip are a serious or very serious problem at C.W. Jefferys (compared to 48%) of students.
- Four out of ten staff members (41%) believes that students who bring weapons to school are a serious or very serious problem at C.W. Jefferys (compared to 60% of students).
- Only 17% of the staff respondents feel that “teachers who don’t listen to students” is a serious or very serious problem at C.W. Jefferys (compared to 57% of students).
- Only 14% of staff members feel that “teachers who don’t care about students” is a serious or very serious problem at C.W. Jefferys (compared to 49% of students).
- Only 10% of staff members feel that “racial discrimination by teachers against students” is a serious or very serious problem at C.W. Jefferys. However, an additional 29% believe that it is a “small problem.” By contrast, almost half of the students surveyed (46%) feel that teacher racism is a serious or very serious problem at C.W. Jefferys and an additional 17% feel that it is a small problem.
- Only 8% of staff feel that “unfair punishment of students” is a serious or very serious problem at C.W. Jefferys (compared to 44% of students).
- Only 6% of staff feel that “unfair grading” is a serious or very serious problem at C.W. Jefferys, compared to 44% of students.

In summary, the data indicates that the majority of staff at C.W. Jefferys feel that there are serious problems with students talking back to teachers, bullying, student theft, youth gangs, student fights and student drug use. Almost half of all staff members also perceive serious problems with student drug trafficking, student gossip and students who carry weapons to school. By contrast, few staff see problems with the unfair punishment of students, unfair grading of students, uncaring teachers, teachers who don't listen or racial discrimination by teachers against students.

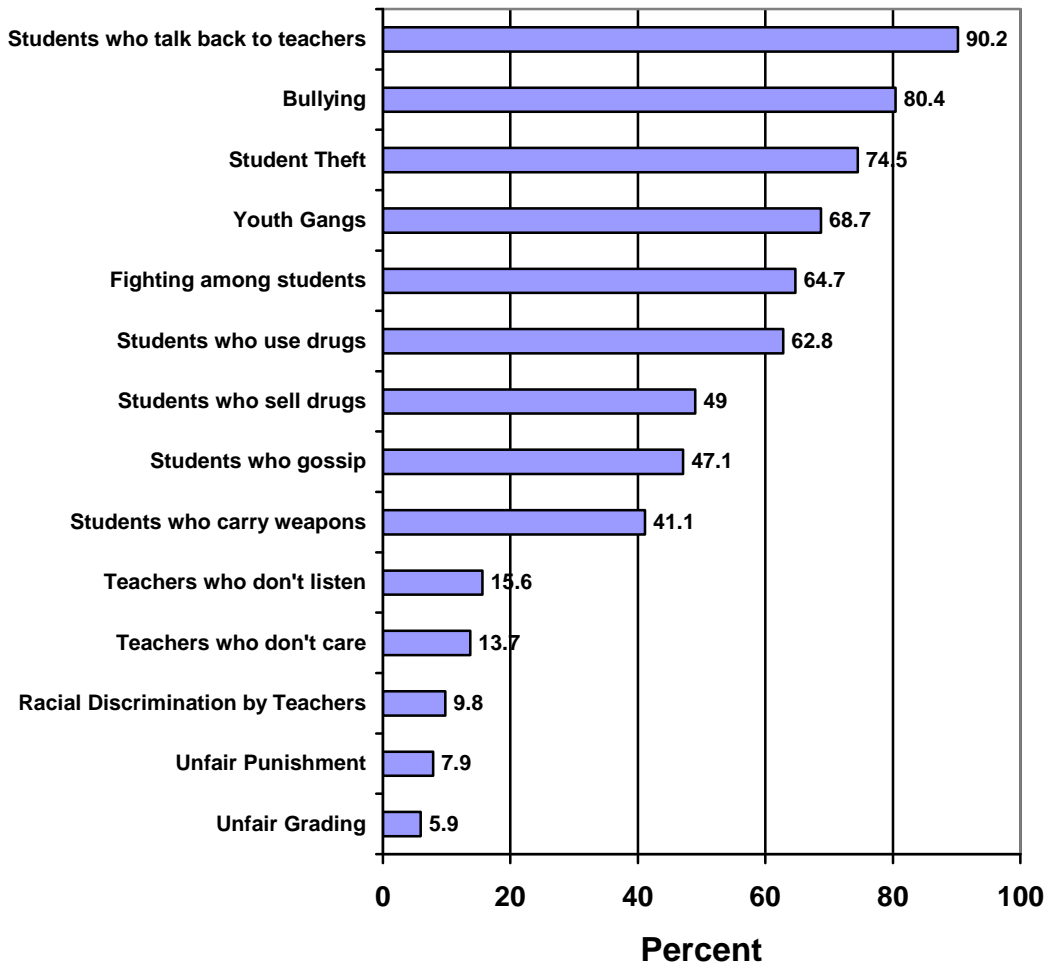
The data also indicates that teachers often have very different views about school problems than students. For example, staff are significantly more likely than students to perceive serious problems with students who talk back to teachers, bullying, gangs, fighting and student drug use. By contrast, students are significantly more likely to observe serious problems with teacher racism, teachers who don't listen to students, teachers who don't care about students, unfair punishment and unfair grading. It is also interesting to note that students are somewhat more likely than teachers to view weapons as a serious problem at their school. Is it possible that the students are more aware of the various weapons that enter C.W. Jefferys than the teachers are? Finally, teachers and students hold fundamentally similar views about the seriousness of student theft, drug trafficking and gossip.

TABLE 3:
Percent of C.W. Jefferys Staff Who Feel that
Various Issues are a Problem at Their School

TYPE OF PROBLEM	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem At All	Don't Know
Students who talk back to teachers.	51.0	39.2	7.8	0.0	2.0
Students who pick on or bully other students.	47.1	33.3	19.6	0.0	0.0
Students who steal things from other students.	45.1	29.4	23.5	0.0	2.0
Fighting between students.	31.4	33.3	35.3	0.0	0.0
Youth gangs.	27.5	41.2	19.6	5.9	5.9
Students who bring weapons to school.	23.5	17.6	23.5	3.9	31.4
Students who sell drugs.	23.5	25.5	29.4	2.0	19.6
Students who gossip and spread rumours about others.	21.6	25.5	41.2	2.0	9.8
Students who use drugs.	21.6	41.2	27.5	2.0	7.8
Teachers who don't listen to students.	7.8	7.8	49.0	23.5	11.8
Teachers who don't care about students	5.9	7.8	33.3	41.2	9.8
Racial discrimination by teachers against students.	5.9	3.9	29.4	51.0	9.8
Teachers who unfairly punish students.	2.0	5.9	33.3	49.0	9.8
Teachers who mark too hard.	2.0	3.9	23.5	52.9	17.7

Sample Size=51

FIGURE 1:
Percent of Staff at Jefferys Who Feel that Specific Issues are
a "Very Serious" or "Serious" Problem at Their School



We also asked the staff whether they agreed or disagreed with various statements about potential problems at their school (see Table 4). The findings with respect to this line of questioning reveal that:

- Eight out of ten staff respondents (79%) agree that many students at C.W. Jefferys refuse to obey their teachers. Interestingly, 71% of student respondents also agreed with this statement.
- Eight out of ten staff members (78%) also agree that there are too many students at C.W. Jefferys who do not respect their teachers. This view was shared by 75% of students.

- Seven out of ten staff members (68%) agree that the behaviour of students at C.W. Jefferys has gotten worse over the past two years. Students were not asked this question.
- The vast majority of staff (80%) agree that, in general, teachers at C.W. Jefferys treat all students fairly. By contrast, only 43% of students agreed with this statement.
- Nine out of ten staff respondents (90%) agree that most of the teachers and students at C.W. Jefferys get along well. This view was shared by only 60% of students.
- Over half of the staff respondents (57%), however, did admit that some teachers at C.W. Jefferys do not know how to talk to students. This view was shared by 63% of students.
- Almost half of staff respondents (43%) also agree that there are some teachers at C.W. Jefferys who do not respect their students.
- Over half of all staff members (57%) agree that the media coverage of Jordan Manners' death unfairly damaged the reputation of the students at C.W. Jefferys. By contrast, only 23% agreed that such media coverage had damaged the reputation of the teachers.
- Almost one third of the staff members surveyed (32%) agree that they sometimes worry about their safety when they come to work at C.W. Jefferys.
- Nine out of ten staff respondents (88%) agree that they enjoy working at C.W. Jefferys.

In sum, a high proportion of both students and staff at C.W. Jefferys agree that there are problems with students who do not obey or respect their teachers. Furthermore, the majority of staff feel that student behaviour has gotten worse over the past two years. Staff and students also seem to be in agreement that there are some teachers at C.W. Jefferys who just don't know how to talk to their students. However, compared to the staff respondents, students are less likely to agree that teachers always treat students fairly and are less likely to agree that teachers and students always get along. Finally, despite acknowledging serious safety concerns and problems with student behaviour, the majority of staff and faculty at C.W. Jefferys agree that they enjoy working at the school.

TABLE 4:
Percent of C.W. Jefferys Staff Who Agree or Disagree with Various
Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
Many students at this school refuse to obey their teachers.	51.0	27.5	15.7	3.9	2.0
There are too many students at this school who don't respect their teachers.	43.1	35.3	13.7	5.9	2.0
The behaviour of students at this school has gotten worse over the past 2 years.	43.1	25.5	3.9	7.8	2.0
In general, I enjoy working at C.W. Jefferys.	43.1	45.1	9.8	0.0	2.0
Media coverage of Jordan Manners' death has unfairly damaged the reputation of students at C.W. Jefferys.	27.5	29.4	23.5	11.8	7.8
In general, teachers at this school treat all students fairly.	23.5	56.9	15.7	2.0	2.0
Most of the students and teachers at C.W. Jefferys get along well.	19.6	70.6	9.8	0.0	0.0
Some teachers don't know how to talk to students.	17.6	39.2	23.5	5.9	13.7
I am sometimes worried about my safety when I come to work at this school.	9.8	21.6	39.2	29.4	0.0
Media coverage of Jordan Manners' death has unfairly damaged the reputation of students at C.W. Jefferys.	7.8	15.7	51.0	17.6	2.0
There are some teachers at C.W. Jefferys who do not respect their students.	5.9	37.3	37.3	9.8	9.8

Sample Size=51

Frequency of Problem Behaviours

As with students, we also asked the staff at C.W. Jefferys about how often specific problem activities occurred at their school (see Table 5 and Figure 2). The results indicate that:

- Almost all staff (96%) claim that “students making noise in the halls during class time” occurs at least once per week at their school. Indeed, over 86% believe that such disruption occurs almost every day. Interestingly, 73% of students also agree that students making noise during class is a problem that occurs at their school once per week or more.
- 94% of C.W. Jefferys staff report that students talk back to teachers at least once per week at their school. Seventy-seven percent report that students talk back almost every day. By contrast, only 61% of students think students talk back once per week or more often.
- 59% of the staff respondents report that bullying takes place at C.W. Jefferys at least once per week. A third (35%) think bullying occurs almost every day. By contrast, only 30% of C.W. Jefferys students report that bullying takes place once per week or more and only 16% think it occurs almost every day.
- Almost half of staff respondents (47%) think that student drug trafficking takes place at least once per week at C.W. Jefferys. A quarter (25%) report that drug trafficking occurs almost every day. By contrast, only 25% of students think drug dealing occurs at least once per week and only 16% think it occurs almost every day. A high proportion of both staff (49%) and students (47%) claim that they do not know how often drug dealing takes place at their school.
- One third of staff respondents (33.3%) report that fights between students occur at least once per week at C.W. Jefferys. Only 4% of staff report that fights take place almost every day. By contrast, only 17% of students think that fights take place at least once per week and 3% think fights occur almost every day.
- 14% of staff respondents report that students bring weapons to school at least once per week. Ten percent of staff members believe that students bring weapons to school almost every day. The figures are quite similar for students. Fifteen percent of students think that students bring weapons to school once per week and 11% think they bring weapons to school almost every day. A high proportion of teachers (75%) and students (47%) do not know how often students bring weapons to school.
- Only 14% of staff think that students are treated unfairly by teachers once per week or more often. Only 2% think they are treated unfairly almost every day. By contrast, 36% of student respondents think that teachers treat students unfairly at least once per week and 16% think teachers treat students unfairly almost every day.

- Finally, staff respondents rarely think students are subject to unfair punishment. Indeed, only 8% think unfair punishment of students occurs once per week or more often and only 3.9% think unfair punishment occurs almost every day. By contrast, 29% of students think that teachers unfairly punish students at least once per week and 13% report that students are unfairly punished almost every day.

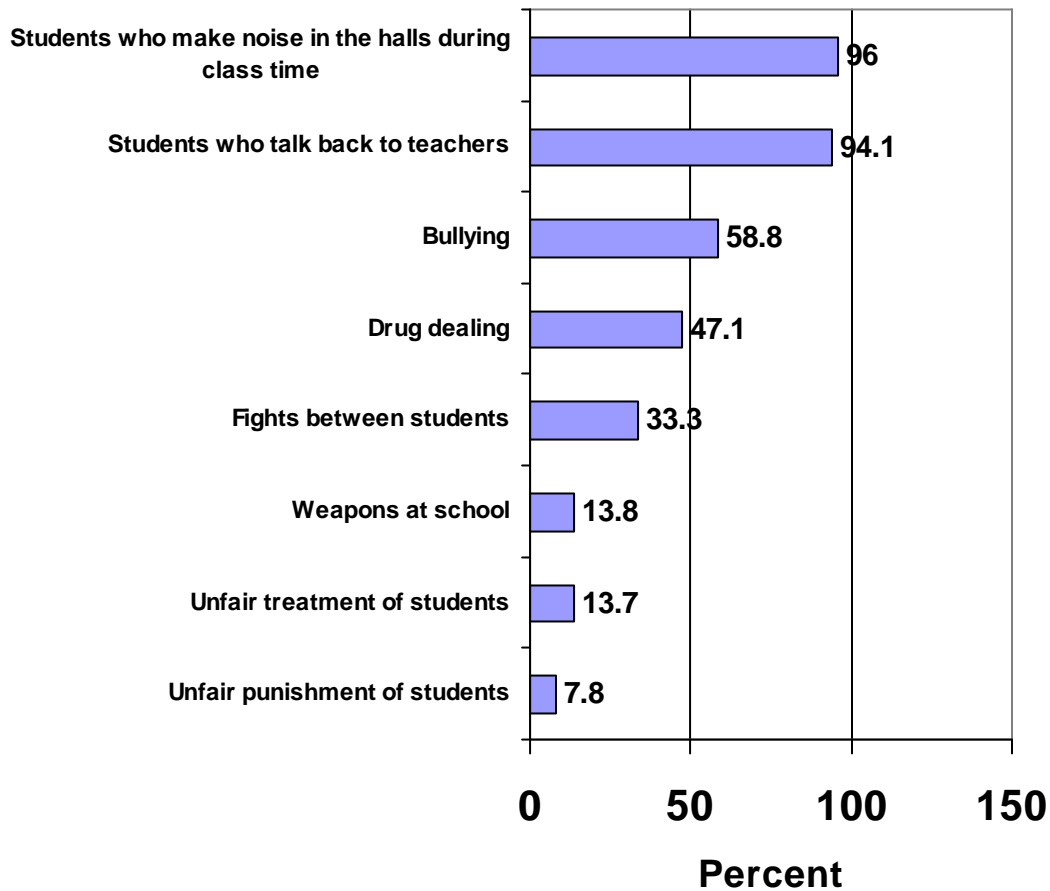
In summary, the majority of staff respondents report that noise in the hallways during class, students talking back to teachers and bullying occur at least once per week at C.W. Jefferys. In addition, half of the staff members report that drug dealing occurs at least once per week and a third report that fights occur with this frequency. The staff at C.W. Jefferys are more likely than students to believe that hallway noise, talking back to teachers, bullying and drug dealing occurs at least once per week. On the hand, students are more likely to believe that both unfair punishment and unfair treatment of students occurs on a frequent basis. There is no difference between teachers and students in the perceived frequency of weapons in the school.

TABLE 5:
Staff Perceptions About How Frequently Specific Activities Take Place at Their School

ACTIVITY	Almost Every Day	At Least Once per Week	At Least Once per Month	A Few Times a Year	Never Or Almost Never	Don't Know
How often do students hang out in the halls and make noise while classes are on?	86.3	9.8	2.0	0.0	0.0	2.0
How often do students talk back or act rudely to teachers?	76.5	17.7	0.0	0.0	2.0	3.9
How often do students get picked on or bullied?	35.3	23.5	13.7	5.9	0.0	21.6
How often do students sell drugs?	25.3	21.6	2.0	0.0	2.0	49.0
How often do students bring weapons to school?	9.8	4.0	4.0	5.9	2.0	74.5
How often do students get into fights?	3.9	29.4	35.3	19.6	0.0	11.8
How often are students unfairly punished?	3.9	3.9	2.0	9.8	56.8	23.5
How often do teachers treat students unfairly?	2.0	11.7	7.9	11.8	27.5	39.2

Sample Size =51

FIGURE 2:
Percent of Staff Who Feel That Certain Activities Take
Place at Their School Once per Week or More



Other Problems at C.W. Jefferys

We also asked the staff respondents if there were any other problems at C.W. Jefferys that the questionnaire had not yet identified. Although some respondents identified specific issues – including sexual harassment, unruly students in the halls and intruders -- most expressed concerns about the relationship between the teachers and the school administration at C.W. Jefferys. Many felt that there was a lack of consequences for bad student behaviour and that the Principal and Vice-principals supported students over teachers with respect to disciplinary issues. Many others cited a breakdown in communication between the teachers and administration. Examples of the comments made by the staff respondents include the following:

There are major problems with intruders in halls. A lack of consequences for student behaviour.

Principal should be in hallways more often. Too many students not going to class just walking the hallways all day and even after school.

The punishment for most students does not fit their actions. The punishments are much too lenient.

The administration turns a blind eye to a lot of things. There is a group of students that everyone knows will never get in trouble so they (teachers) don't always bother to report things to the admin.

We have a code of conduct at the school and even the smallest rules are not followed (like no hats).

Our school as a rule has very few consequences for bad behaviour. We need to continue tight security and really enforce school rules or we are on a downward spiral.

No consequences by administration for student bad behaviour.

Lack of consequences for inappropriate, dangerous behaviour.

Students with temper problems. A lack of respect for administration and office staff. Student rudeness.

Too many students are around the school during class time smoking at will, in the full view of the public.

Some teachers send students down to the office for almost any reason, which may make the administration less eager to mete out punishments for more serious infractions.

The administration needs to be clear about the code of conduct and make no exception (be firm) when students go against the code.

Administration should not believe students over teachers (unless there is great cause to do so) in the retelling of classroom incidents.

Administrators (Vice-Principals + Principal) do not enforce code of student conduct which leads to students believing they can misbehave. Teachers are blamed for students' misbehaviour when incidents involving students are reported to the admin.

We need administrators that support the teachers. Stop with the "slap on the wrist" punishments.

I feel helpless when students are verbally abusive toward me because I know that there are no consequences for this type of behaviour. It is very humiliating to be spoken to rudely by a student in front of the class. I usually just don't respond because anything I say will just create a confrontation. Sending them to the office makes the situation worst because the V.P's always back up the student and not the teacher.

Lack of communication. A caretaker sees a car making regular drop offs at a side door to the kids who are frequently out of class. Is that car dropping off take-out food or something illegal? The matter isn't discussed with admin or teachers so the matter never gets sorted out. Simple daily communication about the safety of the school just doesn't seem to take place.

Sexual harassment, sexual assault and the extortion of students by other students.

A student from outside the school stole my student's Ipod and threatened him with violence. He said he had a gun. Also, I heard from another teacher that a girl was allegedly sexually assaulted in a washroom. She was moved to another school but the violators were not punished.

The administration and the teachers should work more closely together. There is a deep division between the admin and the teachers on the one hand -- and the teachers and students on the other. This situation can improve if there is a better sense of unity among the schools' employees. The admin has a critical role in terms of setting the agenda and establishing long-term goals.

The administration does not always support teachers in disciplinary actions against students. I feel that the students in your own classes are quite respectful but sometimes in the hallways students who are not yours feel that they can disregard everything you say with no consequence.

Lax punishment. No respect for discipline or academic achievement.

Intruders go unreported. No consequence for breaking school rules. Admin always takes the student's side.

Lack of support from administration. Students who should be suspended are not suspended.

In an attempt to "advocate" for students, the admin take sides with students against teachers when dealing with discipline issues. They believe the student's story over the teachers. Students quickly get the message that they will not be held accountable for their actions.

There is very little consistency at our school and very little support from the admin when teachers are in need of support. The students run the school. Teachers are powerless. Teaching and learning is very difficult in this environment.

3.02.16: Staff Perceptions of Safety

We next asked our staff respondents from C.W. Jefferys a variety of questions about their perceptions of safety both inside and outside of school. We began by asking how safe staff members felt at school before the shooting of Jordan Manners. (see Table 6) Almost one third (29%) reported that they felt very safe before the shooting and an additional 53% felt fairly safe. Before the shooting only 18% of staff members felt either unsafe or very unsafe. It is also important to note that, before the shooting, C.W. Jefferys students (38%) were slightly more likely than C.W. Jefferys staff members (29%) to report feeling very safe at school.

As with the students, the staff at C.W. Jefferys felt less safe at school in the immediate aftermath of the Jordan Manners' shooting. Indeed, the proportion feeling either very safe or fairly safe drops from 82% to 65% during this time period. By contrast, the percentage of staff feeling unsafe or very unsafe jumped from 18% to 35%. Further analysis suggests that students were even more fearful after the shooting than teachers and staff. For example, after the shooting, 48% of students reported feeling unsafe compared to only 35% of staff.

As with the student respondents, the increase in fear among staff at C.W. Jefferys appears to be temporary. Indeed, if anything, staff respondents appear to feel safer one month after the shooting than they did before the shooting. For example, before the shooting, 29% of staff respondents felt very safe at C.W. Jefferys. One month after the shooting this figure had risen to 37%. Perhaps some staff had noticed differences in school safety procedures and disciplinary action in the wake of the shooting and these changes subsequently made them feel safer at school.

We also asked the staff respondents: "In general, would you say that C.W. Jefferys is a very safe school, a fairly safe school or do you think the school is an unsafe school for students and staff?". (see Figure 3) The findings suggest that the majority of staff members (67%) feel that, in general, C.W. Jefferys is either a very safe (16%) or a fairly safe school (51%). However, almost a third of staff respondents (31%) feel that C.W. Jefferys is either unsafe (23%) or very unsafe (8%). Further analysis suggests that students are more likely to view C.W. Jefferys as a safe school than staff members. For example, 29% of C.W. Jefferys students feel that their school is very safe, compared to only 16% of C.W. Jefferys staff.

Finally, we also asked staff members: "Do you think that C.W. Jefferys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?" Only 10% of staff respondents feel that C.W. Jefferys is less violent

than other schools. By contrast, 41% believe that C.W. Jefferys is more violent than other schools and 43% think it is just as violent. It is important to note that, once again, C.W. Jefferys students seem to have a higher opinion of their school than the staff members. For example, 50% of C.W. Jefferys students think their school is less violent than other schools, compared to only 10% of C.W. Jefferys staff. Similarly, only 13% of students think C.W. Jefferys is more violent than other schools, compared to 41% of staff respondents.

TABLE 6:
Percent of Staff Who Felt Safe or Unsafe at C.W. Jefferys, Before and After the Shooting Death of Jordan Manners

TIME PERIOD	Very Safe	Fairly Safe	Unsafe	Very Unsafe
How safe did you feel at your school before the shooting?	29.4	53.0	11.8	5.9
How safe did you feel at your school immediately following the shooting?	23.5	41.2	15.7	19.6
How safe do you feel at your school today?	37.3	41.2	17.6	4.0

Sample Size=51

FIGURE 3:
Percent of Staff Who Feel that C.W. Jeffery's is a Safe or an Unsafe School

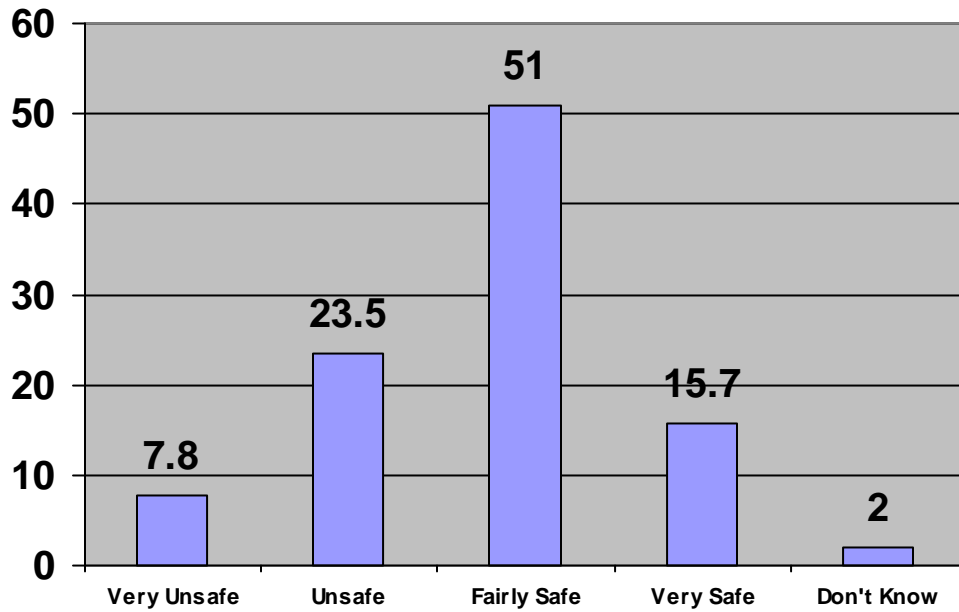
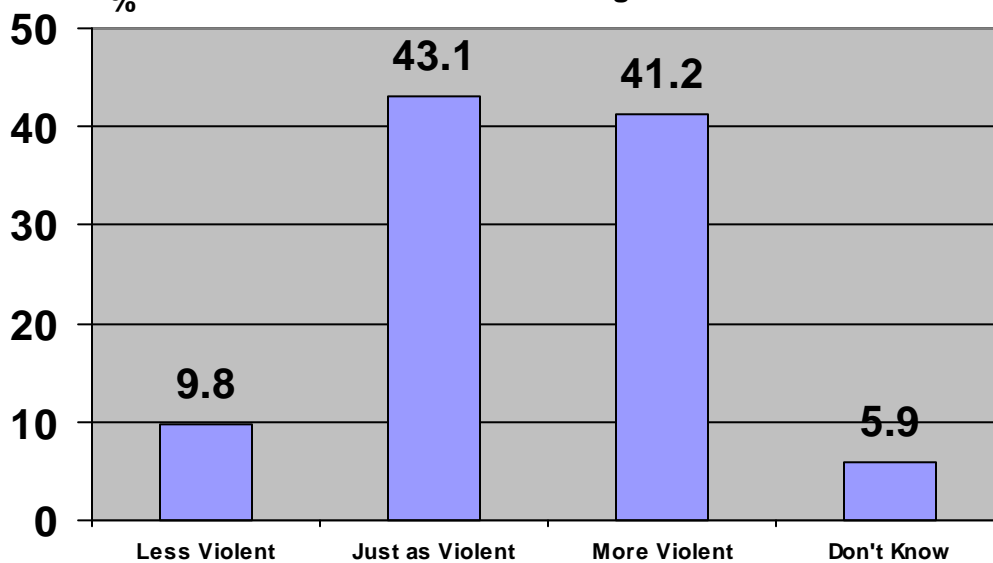


FIGURE 4:
Percent of Staff Who Feel that C.W. Jeffery's is More or Less Violent than Other Toronto High Schools



Feelings of Safety by Social Context

After consulting with staff about their feelings of safety at school, we asked them how safe they feel (or would feel) when they engage in a variety of different activities outside of school environment (see Table 7 and Figure 5). The results confirm that many staff fear the neighbourhood around C.W. Jefferys. Indeed, 67% of staff respondents indicated that they would feel unsafe walking around the C.W. Jefferys neighbourhood at night. It was somewhat surprising to note that twice as many staff respondents (67%) reported that they would feel unsafe walking in the C.W. Jefferys neighbourhood at night than felt unsafe immediately following Jordan Manners' death (35.3%). A third of staff respondents (35.3%) also reported that they would feel unsafe using the TTC at night. The results also indicate that the staff respondents feel just as safe at bars and nightclubs as they do at C.W. Jefferys. Twenty percent of the staff respondents indicated that they would feel unsafe going to a bar or nightclub and 20% indicate that they felt unsafe at the C.W. Jefferys at the time of the survey. Finally, even before the Manners' shooting, staff respondents were more likely to feel unsafe at school (18%) than they do walking around their own neighbourhood at night (14%). Overall, less than ten percent of staff respondents report that they feel unsafe when engaged in other social activities including going downtown, using the TTC during the day, going to a party, visiting friends, going to the mall and going to the movies. Not a single staff respondent indicated that they would feel unsafe walking in their own neighbourhood during the day.

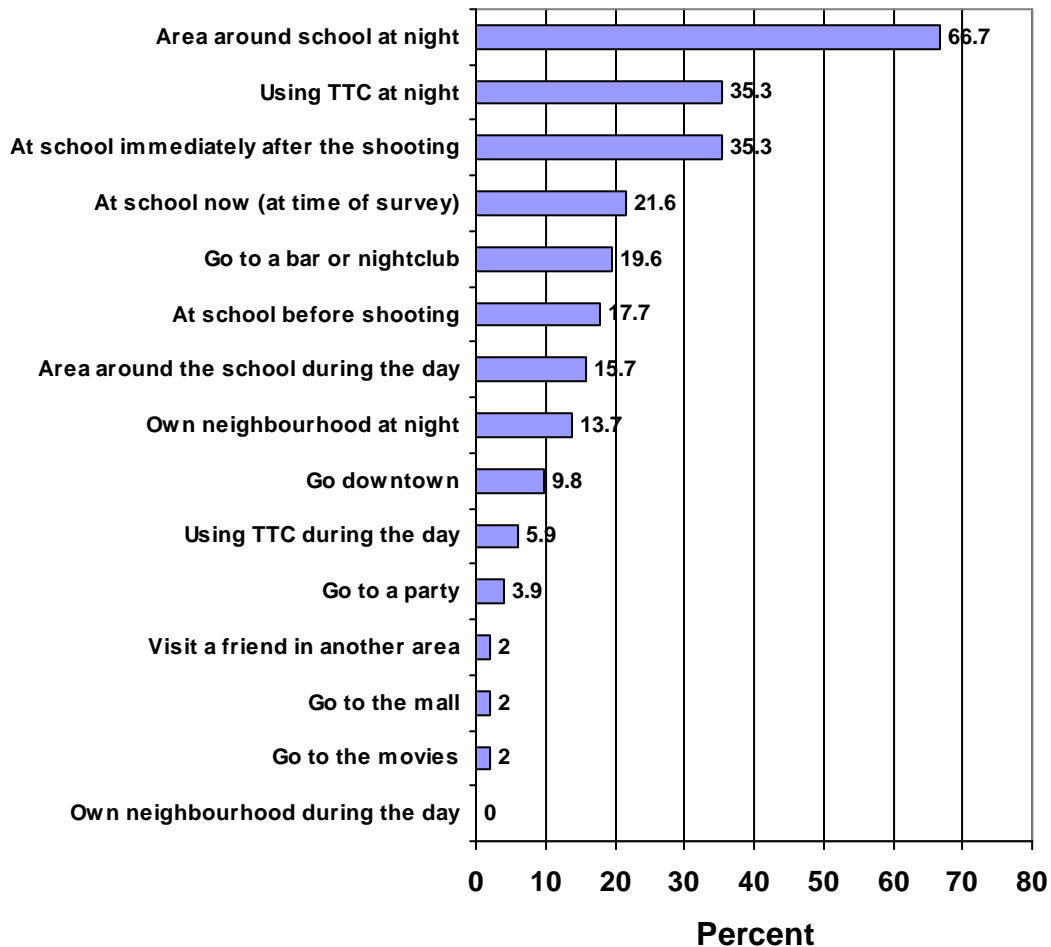
A standard finding in the criminological research literature is that older people tend to have greater fear of crime than younger people. Thus, it is surprising to note that C.W. Jefferys students reported somewhat higher levels of fear than their staff counterparts. Although students tend to feel somewhat safer at school than staff members (see discussion in the previous section), staff members feel safer in all other social contexts. For example, 48% of students report that they would feel unsafe walking around their own neighbourhood at night, compared to only 14% of staff members. Similarly, 13% of students report that they would feel unsafe walking around their own neighbourhood during the day. By contrast, not a single staff member (0%) reported that they would feel unsafe walking around their neighbourhood during the day. These findings suggest that the community around C.W. Jefferys, where most C.W. Jefferys students live, may be more dangerous than the types of neighbourhoods that the staff members reside. However, compared to staff members, students are also more likely to feel unsafe when they go to bars or nightclubs (47% vs. 20%), when they go downtown (26% vs. 10%), use the TTC at night (42% vs. 35%), go to a party (24% vs. 4%), use the TTC during the day (12% vs. 6%), go to a mall (11% vs. 2%) and go to the movies with friends (11% vs. 2%). Perhaps these results reflect the fact that, over the past few years, students are more likely to have experienced various forms of criminal victimization – in a variety of contexts -- than the staff members (see discussion in the following sections).

TABLE 7:
Percent of C.W. Jefferys Staff Who Feel Safe or Unsafe
in Specific Social Contexts

Social Context	Very Unsafe	Unsafe	Fairly Safe	Very Safe	Don't Know/ Depends
Walking around the C.W. Jefferys neighbourhood after dark.	41.2	25.5	5.9	5.9	21.6
Taking the bus or subway at night.	11.8	23.5	35.3	23.5	5.9
Walking around the C.W. Jefferys neighbourhood during the day.	5.9	9.8	49.0	33.3	2.0
Going to a nightclub or bar.	2.0	17.6	43.1	23.5	13.7
Went downtown	2.0	7.8	43.1	43.1	3.9
Taking a bus or subway during the day.	2.0	3.9	35.3	51.0	7.9
Went to a shopping mall.	0.0	2.0	39.2	56.9	2.0
Went to visit a friend in another part of town.	0.0	2.0	43.1	52.9	2.0
Went to the movies with friends.	0.0	2.0	31.4	58.8	6.8
Went to a party at someone's friend.	0.0	3.9	39.2	54.9	2.0
Walked in your own neighbourhood during the day.	0.0	0.0	13.7	84.3	2.0
Walked in your own neighbourhood at night.	0.0	13.7	43.1	41.2	2.0

Sample Size=51

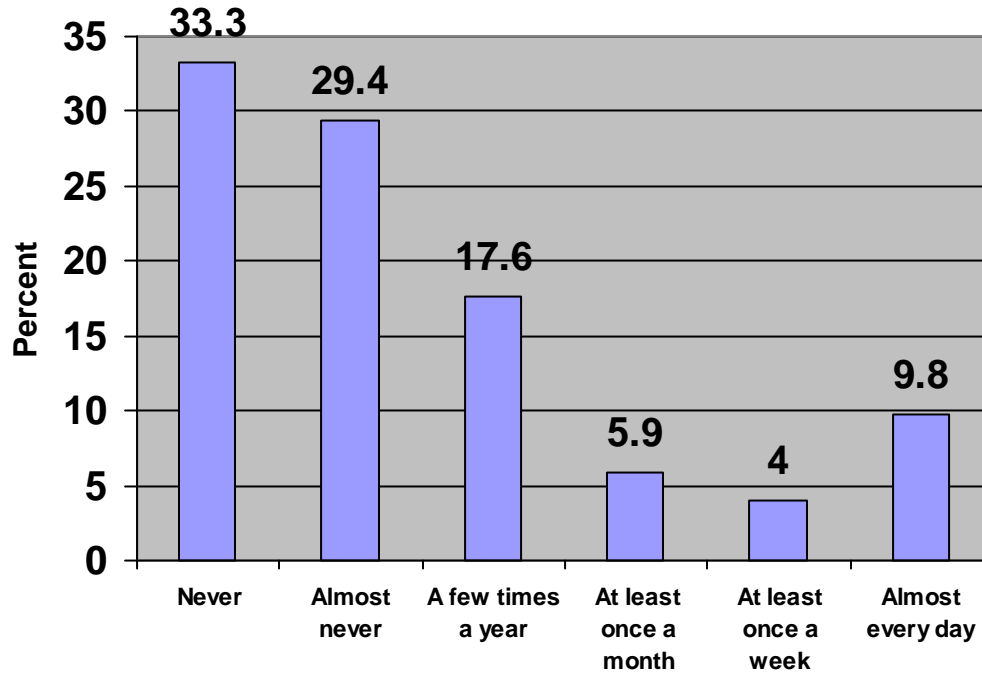
FIGURE 5:
Percent of Staff Who Feel "Unsafe" or "Very Unsafe" in
Different Social Contexts



Perceived Safety Travelling To and From School

We also asked the staff respondents how frequently they felt afraid or unsafe when traveling to and from school (see Figure 6). One third of staff members (33%) indicate that they never feel unsafe traveling to and from school. An additional 29% indicate that they almost never feel unsafe. However, 20% of staff members feel unsafe at least once per month and 10% feel unsafe almost every day. Further analysis reveals that staff members are somewhat more likely to feel unsafe traveling to and from school than students. For example, 37% of staff members feel unsafe traveling to and from school at least a few times per year, compared to only 25% of students. Similarly, 10% of staff members feel unsafe almost every day, compared to only 4% of C.W. Jefferys students.

FIGURE 6:
Frequency that Jefferys Staff Feel Afraid or Unsafe When
Travelling to and From School



Fear of Criminal Victimization

We also asked the staff respondents from C.W. Jefferys if they ever worried about specific criminal activities (see Table 8 and Figure 7). The results indicate that:

- Three out of four staff members (74%) at least sometimes worry about having something stolen from school. One quarter (25%) “often” or “always” worry about becoming the victim of such a crime.
- Seven out of ten staff members (70%) at least sometimes worry about gangs in the area around the school. Over a third (37%) “often” or “always” worry about these.
- Over half of the staff respondents (58%) at least sometimes worry about the gangs at C.W. Jefferys. One out of every five staff members (18%) “often” or “always” worry about the gangs at their school.
- Almost half of all staff members (47%) at least sometimes worry about having something stolen outside of school -- compared to 74% who at least sometimes worry about theft in school.

- More than a third of staff members (42%) at least sometimes worry about being robbed by a student at school. A similar proportion (40%) at least sometimes worry about being robbed by someone outside of school.
- More than a third of staff members (41%) at least sometimes worry about being shot at or attacked by someone with a weapon at school. By contrast, only 33% sometimes worry about such attacks outside of school.
- More than a third of the staff members at C.W. Jefferys (38%) at least sometimes worry about being physically assaulted by a student at school. The same proportion sometimes worry about physical assaults outside of school.
- In general, staff members are more worried about sexual assaults outside of school than in school. For example, 18% of staff respondents at least sometimes worry about being sexually assaulted outside of school. By contrast, only 12% sometimes worry about being sexually assaulted at school.

In general, the survey results suggest that staff members are more worried about specific types of criminal victimization than students. For example, 74% of staff members are at least sometimes worried about theft at school, compared to only 48% of students. Similarly, 58% of staff members are at least sometimes worried about gangs at school, compared to only 45% of students. Nonetheless, students and staff are equally worried about physical assaults and robbery. Furthermore, compared to the staff members, students are more likely to express worry about the gangs that live in their community. This is further evidence that the students at C.W. Jefferys may live in more dangerous communities than teachers and staff.

Other “Unsafe” Places

We next asked the staff respondents “Are there any school activities or places around the school that you avoid because you are afraid for your safety.” Many respondents reported that they avoid certain areas of the school – including certain stairwells and the pool area – where they are likely to encounter large groups of students hanging out -- often in violation of the code of conduct. It is clear that some teachers find such situations intimidating and do not want to be forced into a situation where they might have to enforce the rules of the school. A number of staff also indicated that they do not like being around the school after dark. This is consistent with other results (presented above) that suggest that a high proportion of staff members (67%) feel unsafe walking around the C.W. Jefferys neighbourhood after dark. Specific teacher comments about unsafe places around the school include the following:

Now I always avoid the (staircase side) the South/East and West-end side, because there is a good possibility you will see students who insult you,

disrespect you by not following instructions to clear the staircases, clear the halls and not to play music. Or even you smell smoke with the pungent smell of some drugs. Students will intimidate you and if you report to the office they do nothing.

Certain hallways where large groups of notoriously rude students congregate.

Certain areas of the school where students congregate in large numbers during class time. The stairwells are places that I avoid because of past experiences where students made rude comments or made intimidating stares towards me.

There are certain areas of the school, mostly where the Black kids hang out, that I try to avoid if possible not so much because of my personnel safety but because you might have to try and make a request that someone comply with school rules.

The stairways when large groups of students are blocking the way.

The cafeteria is loud and boisterous. Students often get into the sound booth and broadcast music through the PA system. It's an unpleasant place to be. The stairway near the place Jordan's body was found. Anywhere from 4-10 students are always sitting on the steps, eating food and blocking both doorways. It's unpleasant squeezing your way past these kids who: a) should not be making a mess outside the cafeteria, and b) don't acknowledge your presence and politely get out of your way. I also avoid the hallway near the swimming pool and the back of the school used to have a great deal of skippers. They brazenly sat in groups of 4-6 on the benches without hall passes or any reason.

Second floor right near female staff washroom, often blocked by a larger group of students. Second floor right near the photocopy room and right near the stairs leading to main floor. A large group of boys would congregate there on a daily basis and cause a constant disturbance to the nearby classroom. Also the main floor- front side entrance right at the bottom of the staircase smoking area, a lot of activity there.

Sometimes when walking through the hallway by the pool (where students hang out) I feel a bit intimidated

Congested areas with students hanging out (first floor hallway+ pool area). Often refuse to follow instructions: remove hats, leave, go to class, etc.

The stairs leading down to the drama room – always crowded with kids blocking the path. They are loud and aggressive.

The stairwell (at the back of the school) up to the 2nd floor. The back hall at lunch time and the hall that runs by the gyms and drama. Basketball games. The door way linking the back hall to the pool area.

The gym area.

The area to the south of the main entrance in front of the school.

No, not as a teacher. As a student (if I was one) I would avoid the staircase leading up to the 2nd floor by 206 and the one leading up to the 2nd floor from the drama corridor.

The pool area.

I leave school shortly after the bell rings. I don't like being in the parking lot after nightfall.

I would not go into the park by myself or walk around the school neighbourhood at night.

I am concerned about the safety in the parking lot and always have someone from care-taking escort me to the car.

Evening Functions

No. We do not have dances at this school, but if we did I would not attend at night for safety reasons.

After-school activities that go until after sunset.

The bus stop on Sentinel when it's dark. The stairwells at the school when there are groups of students congregated there, especially when I don't recognize them.

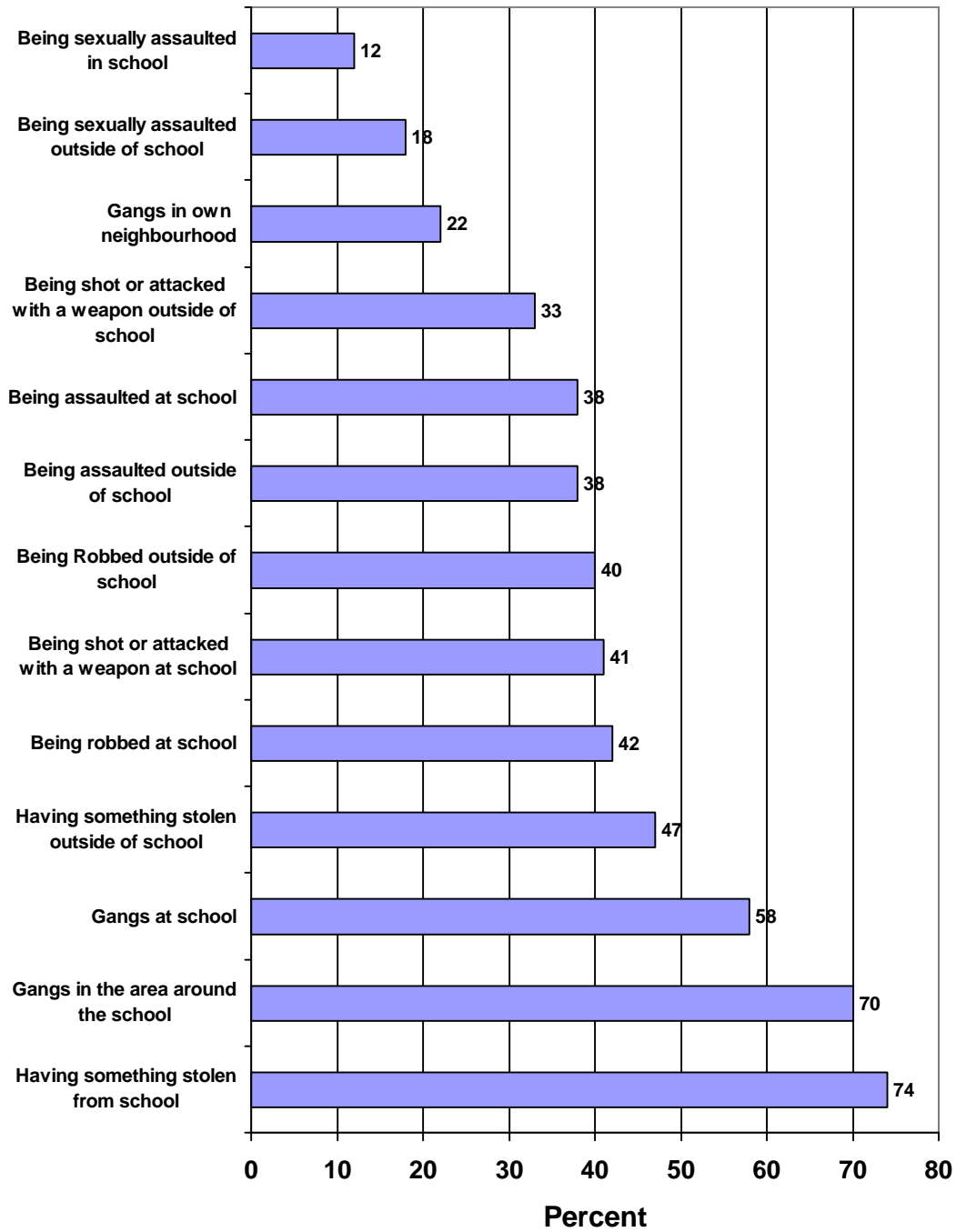
In the winter after basketball practice I try to leave quickly because I do not want to wait outside of the school in the dark.

TABLE 8:
Percent of C.W. Jefferys Staff Who Report being Worried or Not Worried
About Specific Types of Criminal Activity

Do you ever Worry about..	Never	Almost Never	Sometimes	Often	All the Time
Street gangs in your school	21.6	9.8	49.0	13.7	3.9
Street gangs in the community around the school	17.6	11.8	31.4	29.4	7.8
Street gangs in your own neighbourhood	51.0	25.5	11.8	7.8	2.0
Being attacked or beat up by a student	27.5	33.3	31.4	3.9	2.0
Being attacked or beat up by someone outside the school	35.3	25.5	31.4	3.9	2.0
Being robbed by a student	33.3	23.5	29.4	7.8	3.9
Being robbed by someone from outside the school	29.4	29.4	29.4	7.8	2.0
Having something stolen from you at school	13.7	11.8	47.1	17.6	7.8
Having something stolen from you outside of school	17.6	33.3	35.3	9.8	2.0
Being shot at or attacked with a weapon at school	35.3	21.6	29.4	9.8	2.0
Being shot at or attacked with a weapon outside of school	33.3	31.4	25.5	5.9	2.0
Being sexually assaulted or molested at school	64.7	21.6	11.8	0.0	0.0
Being sexually assaulted or molested outside of school	49.0	31.4	15.7	2.0	0.0

Sample Size=51

FIGURE 7:
Percent of Staff Who are at Least "Sometimes"
Worried about Specific Criminal Activities



3.02.17: Staff Victimization

In the next section of the questionnaire, we asked our staff respondents whether or not they had been the victim of various crimes at school in the past two years and if they had been subject to poor student behaviour (see Table 9 and Figure 8). The results indicate that:

- One hundred percent of the staff at C.W. Jefferys had a student talk back to them at least once over the past two years. Almost two-thirds (63%) report that students talked back to them on five or more occasions.
- Seven out of ten staff members (69%) report that they have been accused of unfairly punishing a student at over the past two years. One quarter (25%) indicate that they have been accused of unfair punishment on at least five occasions.
- Six out of ten staff members (59%) indicate that they have been teased or insulted by a student in the past two years. Sixteen percent have been teased or insulted by a student on five or more occasions.
- Six out of ten staff members (57%) indicate that they have been accused of unfair grading over the past two years. One out of five (20%) have been accused of unfair grading on five or more occasions.
- Over half of the staff respondents (52%) indicate that they have been threatened by a student over the past two years. One third (34%) have been threatened on two or more occasions.
- Staff respondents were also asked the following question: “How many times has a student at your school sexually harassed you or made inappropriate sexual comments.” Almost forty percent of staff members (39%) indicate that they have been sexually harassed by a student in the past two years. One out of every five staff members (21%) has been sexually harassed by a student on multiple occasions.
- One third of staff members (31%) have been the victim of vandalism at school over the past two years. Twenty percent have been the victim of vandalism at school on multiple occasions.
- One third of staff members (30%) have been the victim of minor theft (under \$50) at school over the past two years. Fourteen percent have been the victim of minor theft on two or more occasions.
- One out of every five staff members (20%) has been the victim of major theft (over \$50) at school over the past two years. Eight percent have been the victim of major theft on two or more occasions.

- One out of every seven staff members (14%) indicates that they have been physically assaulted by a student over the past two years. Eight percent indicate that they have been physically assaulted on two or more occasions.
- Four of the 51 staff respondents (8%) indicate that they have been threatened by a student with a weapon over the past two years.
- Two of the 51 staff respondents (4%) indicate that they have been assaulted by a student with a weapon in the last two years.

Further analysis suggests that C.W. Jefferys staff members are more likely to be victimized at school than outside of school (see Figure 8). For example, while 59% of staff members were insulted or teased at school, only 23% were insulted or teased outside of school. Similarly, 52% of staff members were threatened with physical assault at school. By contrast, only 16% were threatened outside of school. This general relationship holds for all types of victimization.

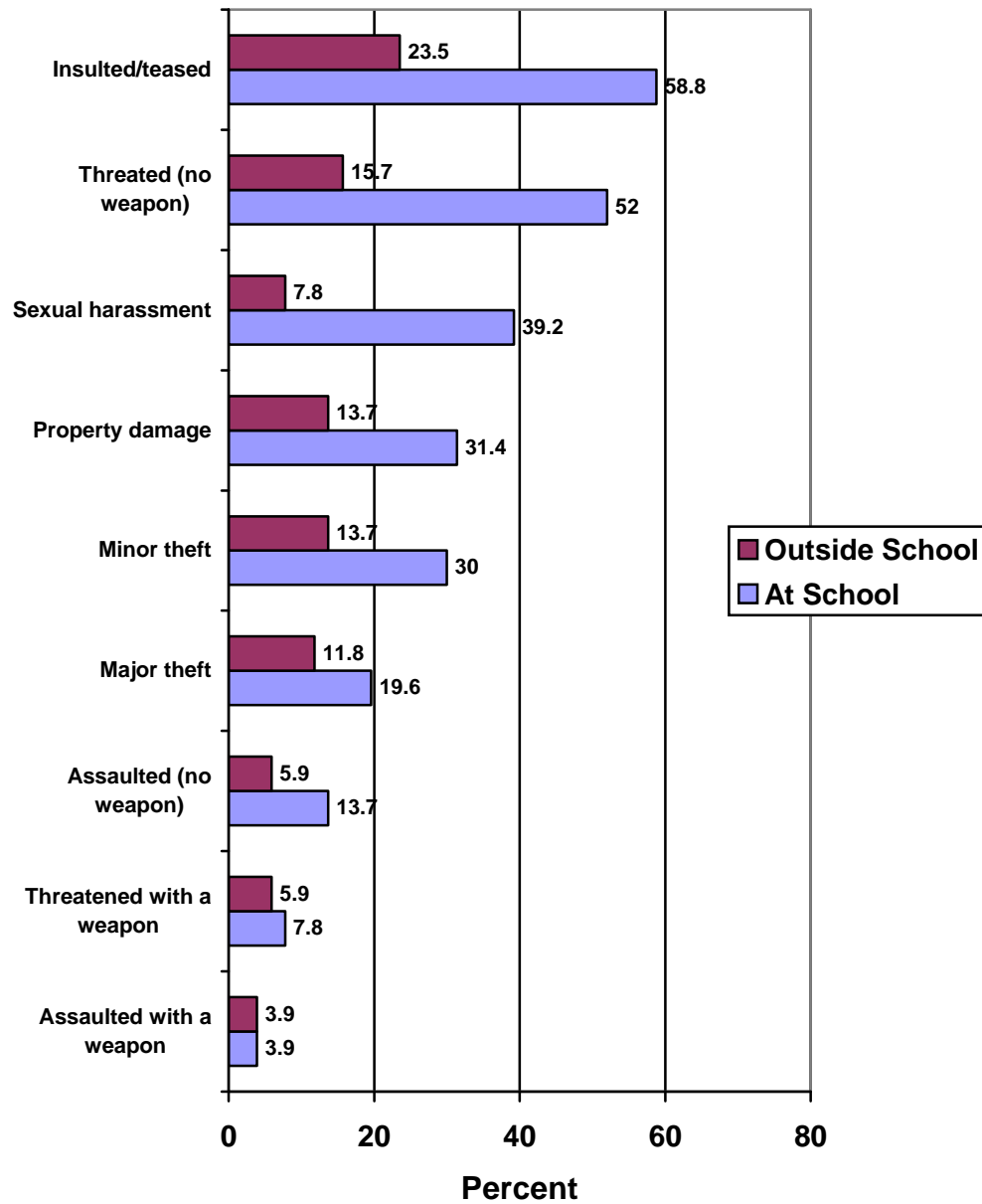
The findings, however, also suggest that staff members are less likely to be victimized at school than students. For example, 46% of students were the victim of minor theft at school over the past two years, compared to 30% of staff members. Similarly, 37% of students were physically assaulted at school over the past two years, compared to only 14% of staff members. However, staff members were more likely to be threatened at school (52%) than students (39%). They were also more likely to report being teased or insulted at school (59%) than their student counterparts (42%).

TABLE 9:
Percent of Staff Who Have Experienced Different Types of Victimization in the Past Two Years, by School and Non-School Locations

TYPE OF VICTIMIZATION	Never	Once	Between 2 and 5 times	More than 5 Times
Minor theft: at school	70.0	16.0	10.0	4.0
Minor theft: outside of school	86.3	11.8	2.0	0.0
Major theft: at school	80.4	11.8	3.9	3.9
Major theft: outside of school	88.2	9.8	2.0	0.0
Vandalism: at school	68.6	11.8	15.7	3.9
Vandalism: outside of school	86.3	11.8	0.0	2.0
Threatened: at school	48.0	18.0	32.0	2.0
Threatened: outside of school	84.3	11.8	3.9	0.0
Weapons threats: at school	92.2	3.9	2.0	2.0
Weapons threats: outside of school	94.1	3.9	2.0	0.0
Assaulted: at school	86.3	5.9	5.9	2.0
Assaulted: outside of school	94.1	5.9	0.0	0.0
Weapon assault: at school	96.1	0.0	2.0	2.0
Weapon assault: outside of school	96.1	3.9	0.0	0.0
Sexually harassed by a student at school	60.8	17.6	13.7	7.8
Sexually harassed outside of school	92.2	5.9	2.0	0.0
Teased/Insulted by a student at school	41.2	15.7	27.5	15.7
Teased/Insulted: outside of school	76.5	7.8	7.8	7.8
Had a student talk back to you	0.0	5.9	31.4	62.7
Accused of unfair punishment by a student	31.4	15.7	27.5	25.5
Accused of unfair grading by a student	43.1	5.9	31.4	19.6

Sample Size=51

FIGURE 8:
Percent of Jefferys Staff Who Experienced Various
Types of Victimization Over the Past Two Years,
by Location



3.02.18: Witnessing Crime and Student Misbehaviour

We also asked the staff members from C.W. Jefferys if they had ever witnessed specific types of student misbehaviour – including criminal activity – at their school over the past two years (see Table 10 and Figure 9). The results indicate that:

- Almost all staff members (98%) have witnessed a student talking back to a teacher in the past two years. Indeed, eight out of ten staff members (78%) have witnessed a student talking back to a teacher on five or more occasions.
- Nine out of every ten staff members (88%) has also witnessed a student swearing at or insulting a teacher in the past two years. Almost two-thirds of staff members (61%) have witnessed such behaviour on five or more occasions.
- Nine out of every ten staff members (88%) has also witnessed a fight between students in the past two years. Indeed, eight out of ten staff members (78%) has witnessed a fight on more than one occasion and a third (31%) have witnessed five or more fights at school over the past two years.
- Over eighty percent of staff members (86%) have witnessed drunk or intoxicated students at school over the past two years. Almost half (45%) have witnessed drunk or intoxicated students on five or more occasions.
- Eight out of ten staff members (80%) has witnessed a student threaten another student at school in the past two years. One quarter of staff respondents has witnessed a student threaten another student on five or more occasions.
- Almost two thirds of the staff members (61%) indicate that they have witnessed a student threaten a teacher in the past two years. Forty percent have seen a student threaten a teacher on two or more occasions and 12% have witnessed such behaviour at least five times over the past two years.
- Over half of the staff respondents (53%) indicate that they have witnessed a student sexually harass another student over the past two years. Twenty percent have witnessed a student sexually harass another student on five or more occasions.
- Four out of ten staff members (39%) report that they have witnessed a student engaging in theft at school over the past two years.
- Three out of ten staff members (29%) report that they have witnessed students engaged in drug trafficking at school over the past two years.

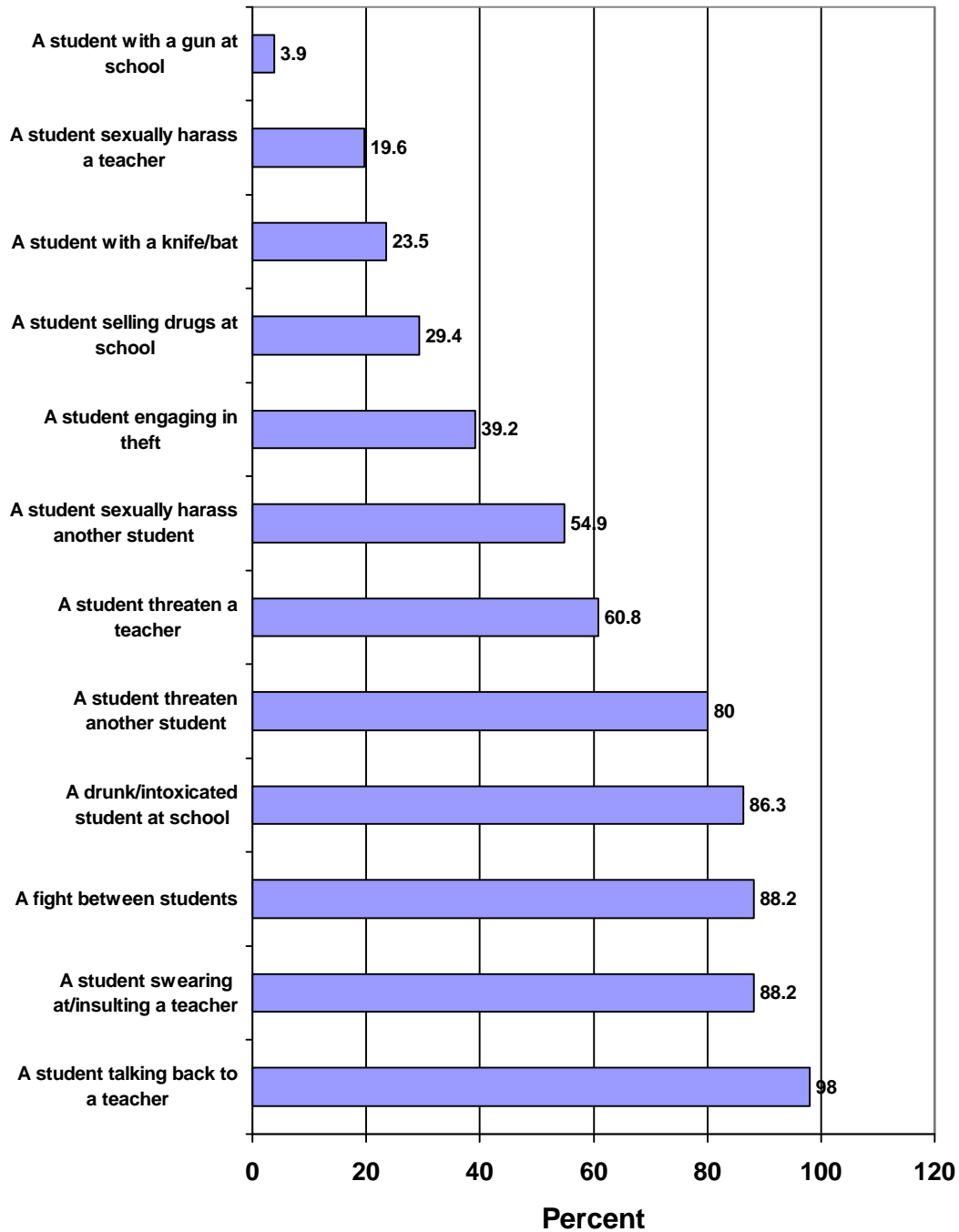
- One quarter of all staff members (24%) indicate that they have seen a student with a weapon – like a knife or a bat -- at school over the past two years. Ten percent have seen a student with a weapon on more than one occasion.
- Twenty percent of staff members at C.W. Jefferys have witnessed a student sexually harass a teacher at school over the past two years.
- Finally, two out of our 51 staff respondents (4%) indicate that they have seen a student with a gun at school in the past two years. Unfortunately, the data cannot tell us whether these two staff members saw the same gun or if they are referring two different gun-carrying incidents.

TABLE 10:
Percent of Staff Who Have Witnessed Different Types of Incidents in the Past Two Years, by School and Non-School Locations

TYPE OF INCIDENTS WITNESSED	Never	Once	Twice	Three Times	Four Times	Five Times or More
A student talking back to a teacher	2.0	0.0	5.9	3.9	9.8	78.4
A student swearing at or insulting a teacher	11.8	5.9	7.8	7.8	5.9	60.8
A fight between students	11.8	9.8	17.6	13.7	15.7	31.4
Students who were drunk or intoxicated at school	15.7	7.8	11.8	7.8	11.8	45.1
A student threaten another student	21.6	9.8	9.8	21.6	11.8	25.4
A student threaten a teacher	39.2	19.6	15.7	5.9	7.8	11.8
A student sexually harass another student	47.1	5.9	15.7	3.9	7.8	19.6
A student engaging in theft	60.8	15.7	11.8	3.9	5.9	2.0
A student selling drugs	70.6	9.8	3.9	5.9	2.0	7.8
A student with a knife or bat	76.5	11.8	9.8	0.0	2.0	0.0
A student sexually harass a teacher	80.4	9.8	2.0	2.0	0.0	2.0
A student carrying a gun at school	96.1	3.9	0.0	0.0	0.0	0.0

Sample Size=51

FIGURE 9:
Percent of Staff Who Witnessed Various Incidents
at School Over the Past Two Years



We also asked staff members whether they felt school safety at C.W. Jefferys had increased, decreased or remained the same over the past two years (see Figure 10). The results suggest that 60% of staff members believe that school safety at C.W. Jefferys has decreased. Indeed, 37% think school safety has decreased a great deal. By contrast, only 6% think that school safety has improved.

We also asked the staff respondents whether they thought student behaviour at C.W. Jefferys had improved or gotten worse over the past two years. Again over 60% of staff members thought that student behaviour had gotten worse. Indeed, 43% reported that student behaviour had gotten much worse. By contrast, only 8% thought it had improved.

FIGURE 10:
Percent of Jefferys Staff Who Feel that School Safety has
Increased or Decreased over the Past Two Years

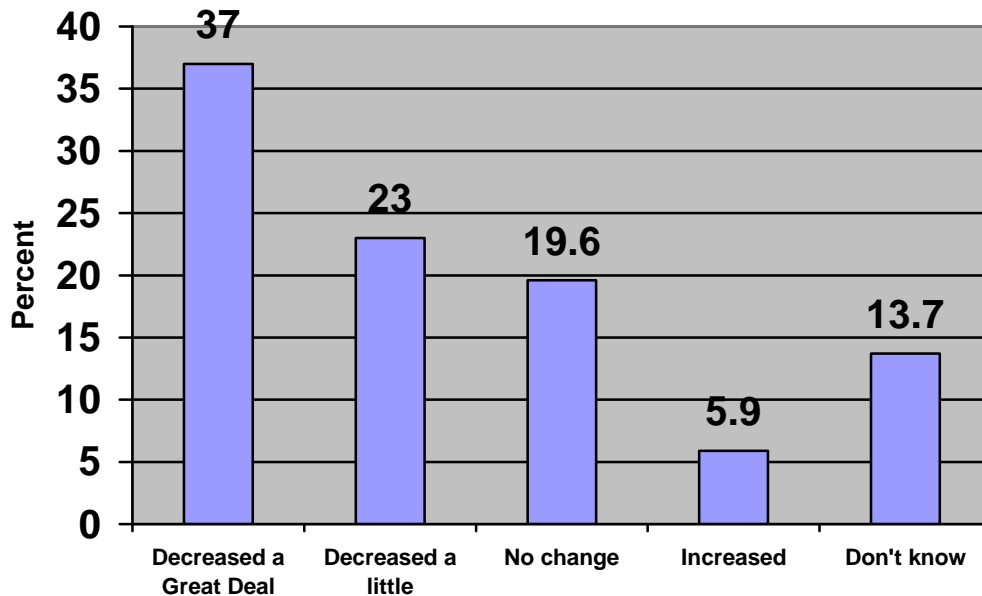
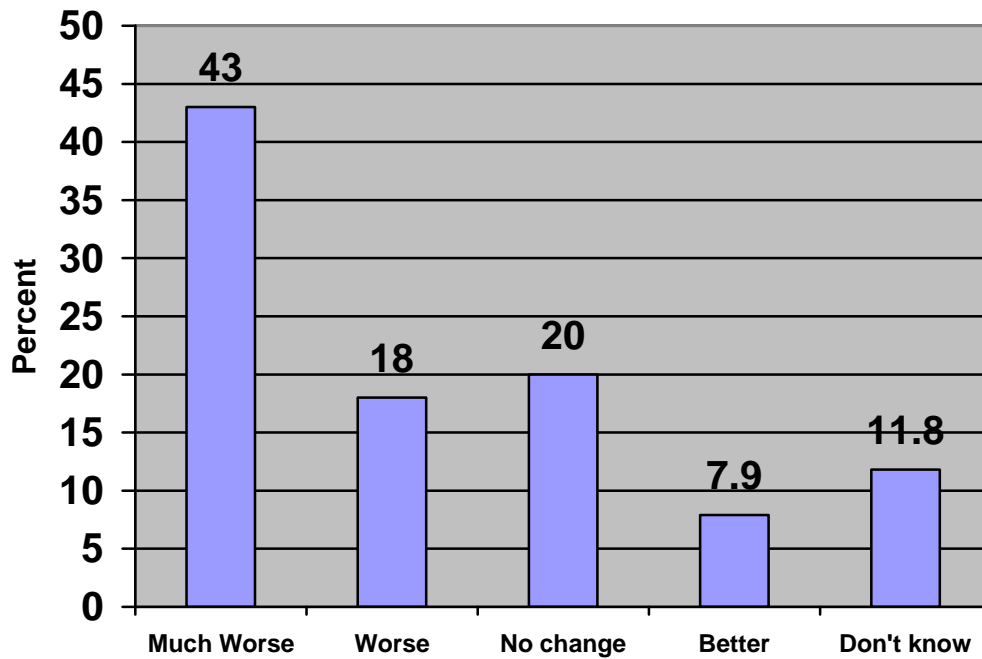


FIGURE 11:
Percent of Jefferys Staff Who Feel that Student Behaviour
has Improved or Gotten Worse over the Past Two Years



Staff respondents who felt that school safety and/or student behaviour had gotten worse at C.W. Jefferys in the past few years were asked to explain why they thought things had deteriorated. Staff often blamed growing problems with school safety and student behaviour on one or more of the following four themes: 1) A growing lack of respect among students for teachers; 2) Few or inconsistent consequences for student misbehaviour; 3) A school administration that does not support teachers when they try to discipline students; and 4) An apparent increase in safe school transfers. The following comments are typical:

Things have gotten worse. There is an increased lack of consequences for student behaviour. No consequences for wandering the halls during class time. There is a major problem with intruders. Some intruders (former students) reported several times. The police are never called.

Gotten worse. NO CONSEQUENCES -- especially for wandering halls, bullying, insulting teachers. Permissive attitude in terms of marks-students are given credits for little or no work. Teachers are pressured to pass students even if standards have not been met and students know this, skip class and still expect the credits.

Halls always remain packed with students during class-time. Students always engaged in non-academic activities (during the class-time) in the halls. You feel very unsafe when you deal with them and later you see the same students again in the school without facing any punishment if you bring this matter to the main office.

It has gotten worse because: 1) A lack of proper punishment and lack of proper rewards for those who are excelling in their studies; and 2) Due to the negative approach to handling teachers' complaints against students. Lack of support from the administration.

The kids know that they can get away with things. They know which administration to go to get the results they want. There is not a united front when it comes to discipline and punishment. There is also a group of grade 12 students that hang out with the younger kids and get them into bad habits. There are always kids in the halls. They (the students) have the power in the school.

Things are worse due to: 1) Changes in the school population; 2) The end of zero tolerance; 3) An increase of safe school transfers; and 4) A limit on the number of suspensions a school is allowed to have. Because students see no consequences for bad behaviour. It is a free-for-all in the halls.

School safety has gotten worse for many students see that extremely poor behaviour is not punished. The code of conduct is not enforced. Many people spend time in the halls when classes are in session. These people are a distraction and a disturbance and contribute to potential safety concerns. I think that students feel there is a reluctance to treat miscreants harshly. Students who do not observe the code of conduct are excused. Extreme infractions do not receive suitable outcomes. An absence of administrative presence in the halls during the school day has not helped foster positive student behaviour.

It is worse. We need more hall monitors. We need another V.P. We need to take out the trouble makers. We need to teach students more discipline and respect. We need to implement other consequences -- maybe a special palace where they are taught to respect teachers and others.

We are getting more and more disrespectful and ill-prepared students from middle school. Less students are suspended.

Students coming into this school are ruder and bolder.

More students have less respect for authority and the educational system in general. There is worse poverty at home.

The code of conduct is not enforced by the admin. Students know there are not any consequences placed on them by the Administration. Students are particularly friendly with the Vice-Principal who never supports teachers when referring a student to him whenever an incident occurs.

There seems to be less respect for authority. Students have more issues outside of school. This has increased. In general, more troubled students, fewer resources.

More students are in the halls. Plus, when brought down to the office there's only a slap on the hand and they are sent back to the classroom. However, teachers also let students out without hall passes. There are no consequences for students talking back. We can't say anything because there might be a reason that the student is acing out.

More student resistance to following the code of conduct. Number of suspensions have been cut in half. Not enough accountability to students' constant bad behaviour. Wrong school for some students. They need to be counselled into better programs. No monitoring of safe school transfers.

School safety has gotten worse. More intruders enter the building than in previous years. More students choose to miss classes and hang out in the hallways. The repeat offenders are not suspended and kept out of school. Lack of consequences. Punishments not applied consistently by a certain administrator. Students' behaviour has worsened because of the reasons stated above. Consequences for misbehaviour of students must be applied consistently by all administrators and to all student offenders regardless of their age, academic ability or ethnic background.

School safety has gotten worse because reported anti-social behaviours of students are not addressed in the office. There are not appropriate consequences for student misbehaviours. Students know they can misbehave and get away with it.

The admin and staff haven't been working collectively together to improve the situation. The admin should acknowledge that there exists some problems and deal with them. We need an admin team who is more decisive and willing to resolve the problems. We also need staff members who would follow the admin's guidance.

Things are worse because students know they can get away with anything because nothing will be done. No consequences for inappropriate behaviour.

I believe the school safety has gotten a little worse because it seems as though the students' level of respect is less. They are getting out of control.

It has gotten worse due to administrative neglect. The principal and vice-principals are rarely in the halls and their discipline is very lax. The tone set by the admin is that there are no consequences and students will not be punished and situations that could be avoided have been allowed to escalate.

The Vice-Principals and the Principal are not in the halls. Hall monitors were not given support by the admin. No attendance system. Students are allowed to roam the halls. Lack of support for teachers from admin. Students not suspended. Safe schools transfers have increased. Code of conduct not enforced.

More students hanging out in the hallways than before. This is due to students knowing that there is absolutely no serious consequence for skipping classes or disturbing classes in progress. Students know that they're not being held accountable for their actions.

3.02.19 Staff Perceptions of School Safety Strategies

All staff respondents were asked to provide their opinions about fourteen different strategies that might improve school safety at C.W. Jefferys (see Table 11 and Figure 12). The results indicate that:

- There is widespread support for programs that would increase parental involvement in the educational system. Indeed, 49 of the 51 staff respondents from C.W. Jefferys (96%) indicated that increasing parental involvement would be a good or very good idea.
- Almost all staff respondents (96%) also feel that it would be a good idea to increase the number of hall monitors at C.W. Jefferys.
- Almost all staff respondents (94%) feel that it would be a good or very good idea to create one entrance/exit to the school.
- Ninety percent of staff respondents feel that it would be a good or very good idea to increase counselling programs for troubled students.
- Ninety percent of staff respondents feel that it would be a good or very good idea to increase the number of after school programs at C.W. Jefferys.

- Ninety percent of all staff respondents think it would be a good or very good idea to increase the number of security cameras in the halls.
- Almost ninety percent (88%) of staff respondents believe that it would be a good or very good idea to introduce photo identification badges for all students. Such badges would be worn by all students when they are at school or on school property.
- Eight out of ten staff respondents (78%) from C.W. Jefferys think it would be a good or very good idea to hire trained security guards to patrol the school.
- Seven out of ten staff respondents (69%) believe that increasing police patrols at C.W. Jefferys is a good or very good idea.
- An additional 70% of C.W. Jefferys staff believe that it would be a good idea to allow the police to search student lockers for drugs, guns and other contraband.
- Two-thirds (65%) think it would be a good or very good idea to allow school officials to search student lockers.
- Less than one-third of staff members (29%), however, think it would be a good or very good idea to install metal detectors at C.W. Jefferys.
- Interestingly, while support for security cameras in the halls is widespread, enthusiasm for security cameras in the classroom is quite limited. Only 27% of staff respondents from C.W. Jefferys think it would be a good idea to install security cameras in the classrooms.
- Finally, very few teachers (26%) think that hiring more racial minority teachers will increase safety at C.W. Jefferys.

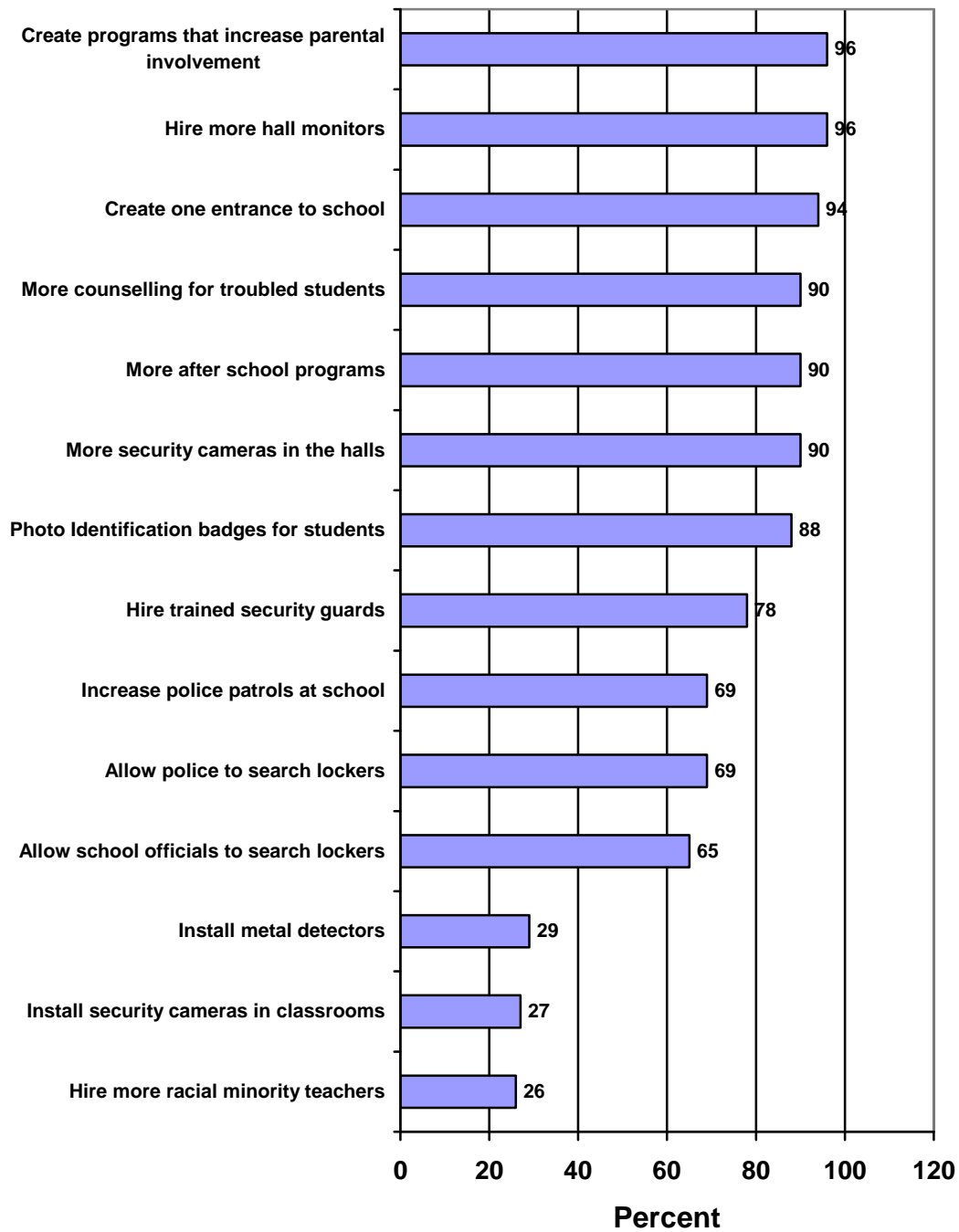
In sum, the staff respondents from C.W. Jefferys seemingly support a wide variety of strategies designed to increase school safety. However, support is limited for metal detectors, security cameras in the classroom and the hiring of more racial minority staff. It is important to note that the students at C.W. Jefferys appear to be more supportive of metal detectors (43% think they are a good idea) than teachers (27% think they are a good idea). Teachers, however, appear to be more supportive of all other strategies. For example, 69% percent of teachers think that the police should be given the power to search student lockers, compared to only 35% of students. Similarly, 96% of staff members think it would be a good idea to hire more security monitors, compared to only 64% of students.

TABLE 11:
Percent of Staff who think Specific Strategies are a “Good” or a “Bad” Idea With
Respect to Increasing School Safety

School Safety Strategy	A Very Good Idea	A Good Idea	A Bad Idea	A Very Bad Idea	Would Make No Difference	Don't Know
Installing security cameras in the halls	52.9	37.3	0.0	0.0	9.8	0.0
Installing security cameras in classrooms	13.7	13.7	33.3	13.7	13.7	11.8
Increasing the number of hall monitors	60.8	35.3	0.0	0.0	2.0	2.0
Increasing the number of trained security guards	45.1	31.7	5.9	7.8	0.0	7.8
Installing metal detectors	15.7	13.7	29.4	19.6	9.8	11.8
Give school officials the power to search lockers	35.3	29.4	13.7	7.8	3.9	9.8
Give police the power to search lockers	31.4	37.3	17.6	7.8	2.0	3.9
Photo identification cards for all students	60.8	27.5	5.9	0.0	3.9	2.0
Establish one entrance to the school (lock all other doors)	62.7	31.4	0.0	2.0	2.0	2.0
Increase the number of police patrols in the school	37.3	31.4	13.7	7.8	0.0	9.8
Provide more counselling for troubled students	54.9	33.3	3.9	0.0	5.9	2.0
Provide more after school programs	49.0	39.2	3.9	0.0	5.9	2.0
Develop programs to make parents more involved in their children's education	70.6	25.5	0.0	0.0	2.0	2.0
Hire more racial minority teachers	5.9	19.6	7.8	9.8	43.2	2.0

Sample Size = 51

FIGURE 12:
**Percent of Jefferys Staff Who Feel that Specific School
Safety Strategies are a "Very Good" or "Good" Idea**



We also asked the staff members from C.W. Jefferys whether they agreed or disagreed with various safety-related statements about their school (see Table 12 and Figure 13). The results indicate that:

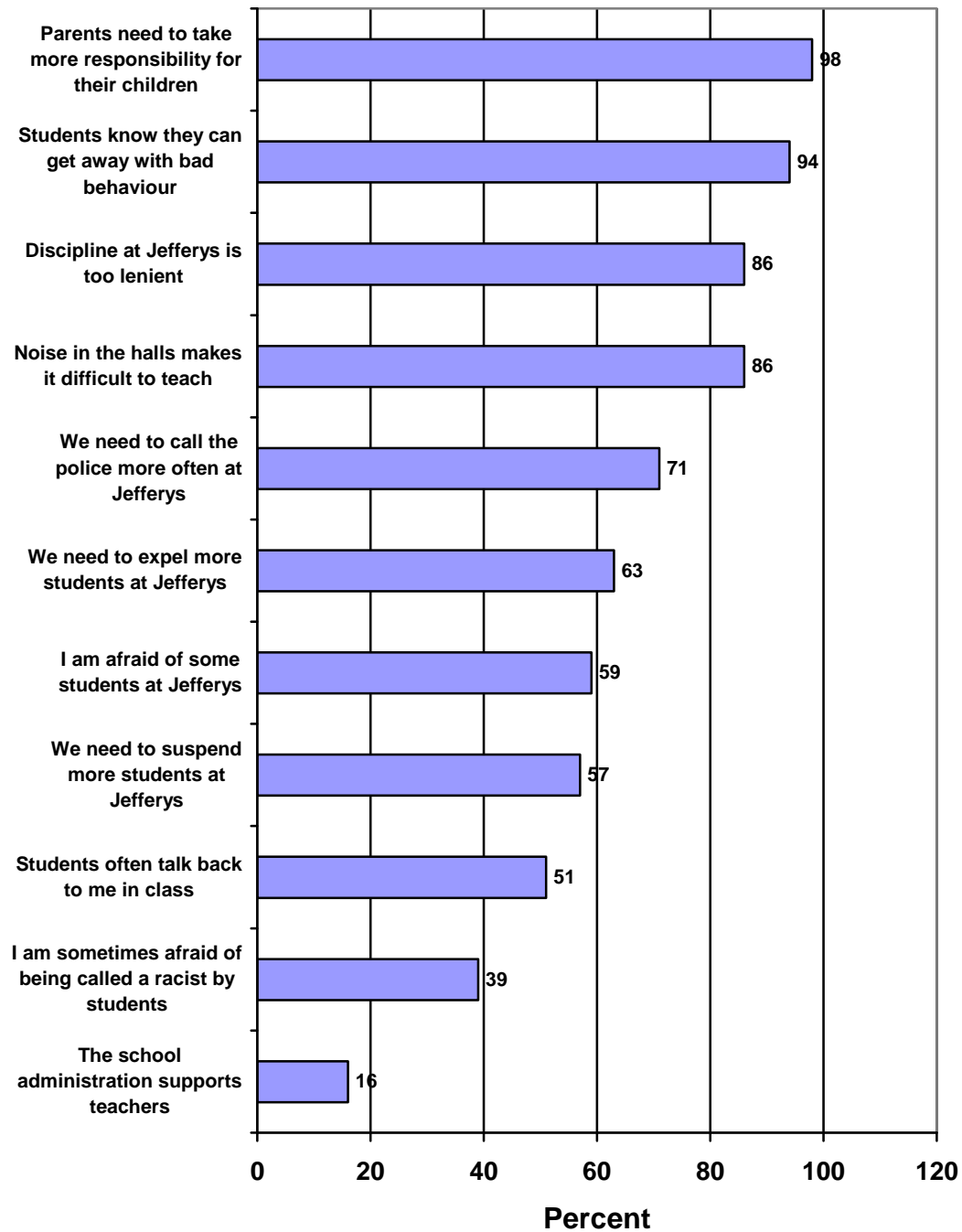
- Almost all staff members (98%) agree that parents need to take more responsibility for the behaviour of their children at school.
- 48 of the 51 staff respondents (94%) agree that students at C.W. Jefferys know they can get away with bad behaviour.
- Almost ninety percent of staff respondents (86%) think that, in general, student discipline at C.W. Jefferys is too lenient.
- Nine out of ten staff members (86%) agree that noise in the halls during class time makes it difficult to teach.
- Seven out of ten staff respondents (71%) agree that the police need to be called to C.W. Jefferys more frequently.
- Almost two-thirds of the staff respondents (63%) agree that the administration needs to expel more students from C.W. Jefferys. Similarly, 57% agree that the administration at C.W. Jefferys needs to suspend more students.
- Six out of ten staff respondents (59%) agree that they fear some of the students at C.W. Jefferys.
- Over half of the staff respondents (51%) agree that C.W. Jefferys students often talk back to teachers during class.
- Four out of ten respondents (39%) agree that they are sometimes afraid of being accused of racism by students.
- Finally, consistent with the qualitative material discussed above, few staff at C.W. Jefferys feel that they are supported by the administration (at least at the time of the survey). For example only 16% of staff respondents agree with the following statement: “The administration at this school always supports teachers who try to punish badly behaved students.”

TABLE 12:
Percent of C.W. Jefferys Staff Who Agree or Disagree with Various
Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
Parents need to take more responsibility for how their children behave at school	78.4	19.6	0.0	2.0	0.0
Students at this school know they can get away with bad behaviour	70.6	23.5	3.9	2.0	0.0
Discipline at C.W. Jefferys has become too lenient over the past few years	60.8	25.5	3.9	7.8	2.0
Noise from students in the halls often makes it difficult for me to teach	56.9	29.4	5.9	3.9	3.9
To increase order at C.W. Jefferys we need to call the police more often to deal with unruly students	43.1	27.5	21.6	5.9	2.0
To increase order at C.W. Jefferys we need to expel more students	33.3	29.4	17.6	11.8	7.8
To increase order at C.W. Jefferys we need to suspend more students	31.4	25.5	25.5	7.8	2.0
Students often talk back to me in class	25.5	25.5	37.3	7.8	3.9
I am afraid of some of the students who go to this school	23.5	35.3	17.6	23.5	0.0
I am sometimes afraid of being called a racist by the students at this school	17.6	21.6	35.3	25.5	0.0
The administration at this school supports the teachers who try to punish badly behaved students	2.0	13.7	21.6	58.8	2.0

Sample Size=51

FIGURE 13:
Percent of Jefferys Staff Who "Strongly Agree" or
"Agree" with Specific Statements about School Safety



We also asked the staff respondents from C.W. Jefferys if they had any further ideas about how to make their school safer for students and staff. The staff had many, often contradictory, suggestions. For example, while some felt it was important to hire more racial minority teachers, others were clearly against such an idea. Similarly, some staff wanted uniforms, others did not. The following comments from the teachers are typical:

Clear rules and consistent consequences. ID tags that are mandatory. Monitors at all doors to prevent access to school by trespassers.

Set rules with set punishment that are followed through. The administrators need to all be on the same page.

In general, involve parents more. Have serious consequences for serious offences. More challenging programs for students. More security. Do not hire teachers according to race. This does not guarantee success. This is a MULTICULTURAL SCHOOL- Please remember that.

Schools need teachers from diverse racial, cultural, class and religious backgrounds and sexual orientations. Teachers just need to care about their students and make an effort to get to know and understand them. All teachers should have anti-racist training.

Parents should have more responsibilities. More communication between the administration and the teachers. More after-school meetings with parents and teachers. Hire more minority teachers with the same racial background as the students. These teachers should be hired on the agreement that they be good role models and mentors for students!

Increase community involvement.

Have a code of conduct and stick to it!

More needs to be done for students who cannot “fit in” to a high school environment. These are a small (relatively) number of students who consistently refuse to go to their classes, who constantly defy the school rules and attempt to intimidate and threaten their teachers. We need programs and teachers who are trained (possibly allied with other specialists) in alternative programs to try to re-engage these students. We also need to do this more quickly, so that Teachers, administrations and support staff do not become demoralized and “burnt out”

Programs-Money

C.W. Jefferys has a code of conduct created with the administration's, teachers' and students' input. It needs to be enforced consistently rather

than randomly (at the time of Jordan's death, it was not being enforced at all).

Our school needs administrators with more experience. Currently, we have two administrators with very little experience, one of which is rarely available to discuss issues of concern with teachers. Administrators need to listen to teacher concerns rather than ignore them. Administrators need to be present in hallways during class time and visit classrooms to build better rapport with teachers and students. Our school needs to build better rapport with the local police.

I think parents should be forced to come into the school and speak with an administrator if their child breaks the student code of conduct. Parents needed to be more involved! They need to be responsible for their child's behaviour.

Review the safe school transfers. We have no idea what crimes these students have committed. They are sometimes a bad influence to the younger students.

Hire experienced administrators. This should be happening in every school. There are some real dynamic people out there

Teachers should file more reports and document problems. Violent incident reports were not filed at this school.

I have many ideas. They include: 1) Get a third VP who is competent; 2) Replace one of the current VPs with a VP who is able to enforce the rules consistently; 3) Increase the number of hall monitors and ensure competency; 4) A closer connection is needed with the police who should have a stronger presence in the school; 5) Lock all doors except for the main doors.

Make students adhere to our school code of conduct.

Uniforms.

No uniforms!

Create a "Student Safe School Committee." Let students take ownership of extracurricular programs. Have staff "Enablers" instead of always telling students what to do.

Create a teachers committee to oversee student discipline issues. Committee would take persistent issues to admin and or board officials

Parents should be automatically called if a student breaks a school rule. Police should be called when a serious offence occurs.

We need an admin team who: sees the value of education; wants to discipline children; sees the big picture; aren't confined to their offices; see teachers as a valuable part of the school; involve teachers in decision making; who have integrity; who listen to their staff and whose priorities are kids and not their careers.

In school detention program so that suspension is not a holiday. Students who are suspended are getting behind in their work.

3.02.20: Staff Perceptions of Appropriate Punishments

We asked our staff respondents from C.W. Jefferys what they thought were the appropriate punishments for seven different types of student misbehaviour: 1) Talking back to teachers; 2) Wearing a hat in school; 3) Selling drugs at school; 4) Bringing weapons to school; 5) Stealing; 6) Fighting at school; and 7) Teasing or insulting other students (see Table 13 and Figures 14 and 15). The results indicate that:

- Teachers almost never recommend “no punishment” – even for minor infractions like wearing a hat in school. By contrast, 64% of students think that there should be no punishment for wearing a hat in school, 33% think there should be no punishment for teasing or insulting other students and 30% think there should be no punishment for talking back to teachers.
- Three out of four staff members (75%) think that parents should be called when a student talks back to a teacher. An additional 59% think the student should be given a detention. By contrast, only 22% of students think parents should be called for this type of misbehaviour and only 32% think that a detention is warranted. Furthermore, one out of every three staff members (29%) think that students should be suspended for talking back to a teacher, compared to only 9% of students.
- Over half of the staff members surveyed (57%) think that C.W. Jefferys students should be given a detention for wearing a hat in school, compared to only 18% of students. Similarly, 49% think that parents should be called for hat wearing, compared to only 8% of students. A quarter of staff respondents suggest another form of punishment – which generally consists of confiscating the hat.
- Seven out of ten staff respondents (69%) feel that parents should be called when a student insults or teases another student, 37% think that a detention is warranted and 27% think that the offending student should be suspended. By contrast, only 18% of students think that parents should be called for this

type of indiscretion and only 12% think a suspension is justified. However, students are just as likely to recommend a detention for such verbal abuse.

- Teachers are much harsher than students when it comes to punishing criminal behaviour. For example, 71% of staff members at C.W. Jefferys feel that the police should be called when a student is caught selling drugs, compared to only 29% of students. Similarly, 57% of staff feels that the students should be expelled for drug trafficking, compared to only 36% of student.
- Over eighty percent of C.W. Jefferys staff feels that the police should be called when dealing with students who have brought weapons to school. An additional 65% feel that the student should be expelled. By contrast, only 40% of students think the police should be called for such behaviour and only 38% believe the student should be expelled. Students, however, are more likely to recommend suspension.
- Eight out of ten staff (80%) at C.W. Jefferys believe that the school should call the police to deal with students who have been caught stealing at school. An additional 59% think such students should be suspended and 22% think they should be expelled. By contrast, only 22% of students think the police should be called for stealing and 46% recommend suspension. However, students (21%) are just as likely to recommend expulsion for student thieves.
- Finally, 50% of staff members believe that the school should call the police to deal with students who have been involved in fights. An additional 77% think such students should be suspended and 12% recommend expulsion.⁴⁷ By contrast, only 11% of students think the police should be called to deal with fights at school and only 49% think students who fight should be suspended.

In sum, most faculty members recommend calling the police to deal with criminal activity at school – including drug trafficking, weapons use and stealing. Half of all staff members also believe that the police should be called to deal with fights between students. Not surprisingly, staff members from C.W. Jefferys, in general, support far harsher punishments for student misbehaviour than C.W. Jefferys students.

⁴⁷ It should be noted that respondents could recommend more than one type of punishment.

TABLE 13:
Percent of C.W. Jefferys Staff Who Support Specific Types of Punishment,
By Type of Disciplinary Infraction

Recommended Punishment	Talking Back To Teachers	Wearing a hat in School	Selling Drugs	Bringing Weapons To School	Stealing	Fighting	Teasing or Insulting other students
No punishment	3.9	5.9	0.0	0.0	0.0	0.0	3.9
Detention	58.8	56.9	2.0	3.9	13.7	19.6	37.5
Call parents	74.5	49.0	52.9	52.9	35.3	72.5	69.4
Counselling	33.3	15.7	19.6	23.5	68.6	47.1	53.1
Other type of punishment	18.0	25.5	3.9	4.0	5.9	7.8	14.3
Suspension	29.4	9.8	25.5	13.7	58.8	76.5	26.5
Expulsion	0.0	0.0	56.9	64.7	21.6	11.8	0.0
Call police	0.0	0.0	70.6	84.5	80.4	49.0	0.0

Sample Size = 51

FIGURE 14: Percent of Jefferys Staff Who Think that
Students Should be Suspended or Expelled for Specific
Disciplinary Infractions

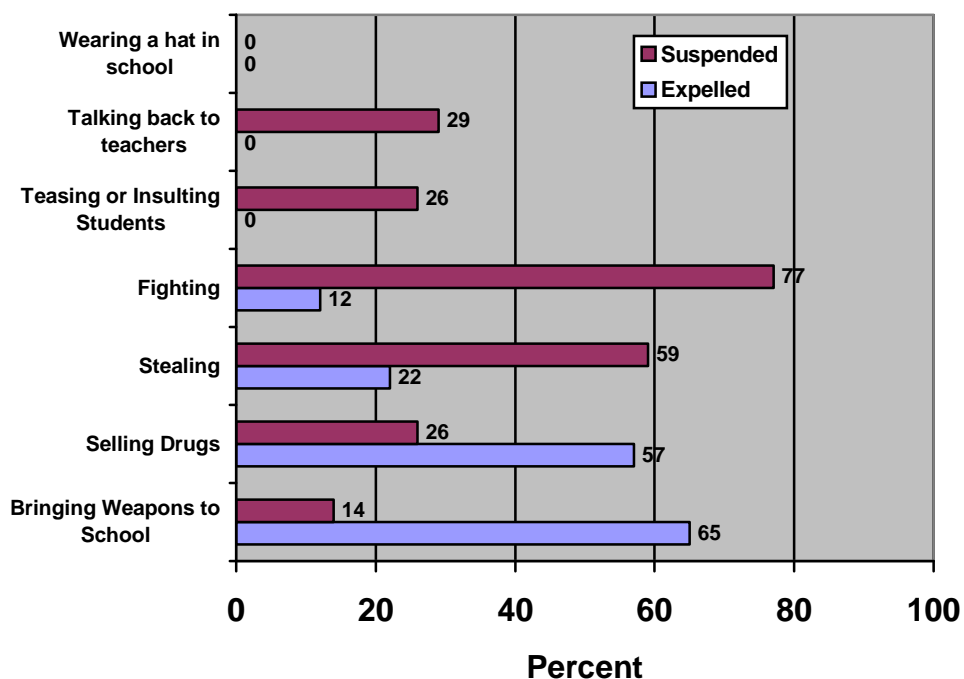
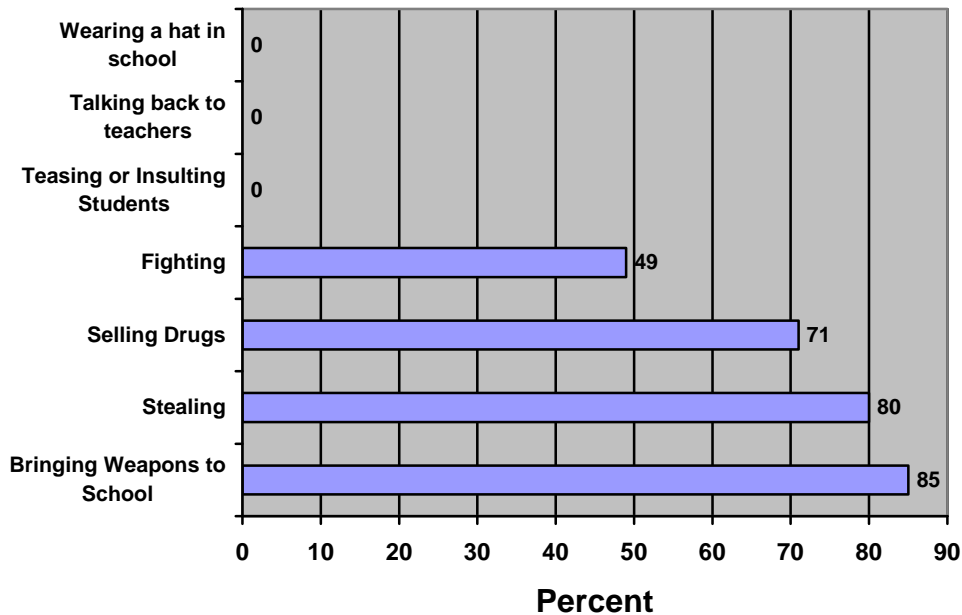


FIGURE 15: Percent of Jefferys Staff Who Think that the Police Should be called to the School for Specific Disciplinary Infractions



Staff respondents were then asked if they agreed or disagreed with a number of additional statements about C.W. Jefferys. The results indicate that:

- Almost all staff (88%) either agree (39%) or strongly agree (49%) that they enjoy working at C.W. Jefferys.
- Almost all staff (94%) either agree (53%) or strongly agree that most students at C.W. Jefferys are well behaved.
- Almost all staff members agree (84%) that incidents like the shooting death of Jordan Manners could happen at any school.
- About half of all staff members (52%) agree that, in general, C.W. Jefferys is a safe school. However, 47% do not agree with this statement.
- A large proportion of staff members (43%) agree that most of the problems at C.W. Jefferys are caused by the poverty in the surrounding area. However, 51% of the staff members disagree with this statement.
- Over half of the staff respondents (55%) agree that they are worried that more shootings will take place at C.W. Jefferys. Thirty-nine percent are not concerned about further shootings.

- One third of staff respondents agree that the safety issues at C.W. Jefferys have been exaggerated. However, 57% disagree with this statement.
- Most staff members believe that the school system can assist poor children. Indeed, 77% of respondents disagreed with the statement: “The school system cannot help the poor people who live in this neighbourhood.
- Only 20% of staff respondents agreed that C.W. Jefferys needs more racial minority teachers. Over half of the sample (55%) disagreed with this statement.
- One in five staff members (20%) think that many of the current students at C.W. Jefferys will eventually acquire a criminal record. Seventy percent disagree with this statement.
- 43% of staff respondents agree that many students from C.W. Jefferys will have a tough time finding a good job. Fifty-one percent disagree.
- Finally, only a quarter of the staff respondents (24%) agree that the majority of students at C.W. Jefferys will eventually go to university. Sixty-four percent are less optimistic.

TABLE 14:
Percent of C.W. Jefferys Staff Who Agree or Disagree with Various
Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
I enjoy working with the students at C.W. Jefferys	49.0	39.2	9.8	0.0	2.0
Most of the students at C.W. Jefferys are well behaved	41.2	52.9	2.0	3.9	0.0
Incidents like the shooting of Jordan Manners could happen at any school	31.4	52.9	11.8	3.9	0.0
In general, C.W. Jefferys is a safe school	19.6	33.3	33.3	13.7	0.0
Most of the problems at this school are caused by the poverty in the community	17.6	25.5	43.1	7.8	5.9
I am worried that more shootings will take place at this school	15.7	39.2	27.5	11.8	5.9
The safety problems at C.W. Jefferys have been exaggerated	13.7	23.5	33.3	23.5	5.9
The school system cannot help the poor people who live in this neighbourhood	5.9	7.8	47.1	29.4	9.8
C.W. Jefferys needs more racial minority teachers	3.9	15.7	33.3	21.6	25.5
Many of the students at this school will eventually have a criminal record	3.9	15.7	51.0	19.6	9.8
Many of the students at this school will have a tough time finding a good job	3.9	39.2	41.2	9.8	5.9
Most of the students at this school will go to university	2.0	21.6	49.0	15.7	11.8

Sample Size=51

The fact that C.W. Jefferys staff members feel that the majority of students at C.W. Jefferys are well behaved is reinforced by the results presented in Figure 16. Indeed, one out every five staff members reports that over 90% of C.W. Jefferys students are well behaved. An additional 43% of staff respondents believe that between 75 and 90 percent of the students at C.W. Jefferys are well-behaved. By contrast, only 12% of respondents believe that less than half of the students at C.W. Jefferys are well behaved.

Although faculty report that most students at C.W. Jefferys are well behaved, they aren't so optimistic about their chances at a university education. Indeed, only 10% of the faculty thinks that over 50% of current C.W. Jefferys students will graduate from university. By contrast, 57% of the staff members who participated in the survey think that less than 25% of current C.W. Jefferys students will earn a university degree. These figures are in stark contrast to student expectations. If you recall, 61% of the student respondents from C.W. Jefferys believed that they would go to university and an additional 18% felt they would graduate high school and go to a community college.

FIGURE 16:
Staff Estimates of the Proportion of Current Jeffreys
Students Who are Well Behaved

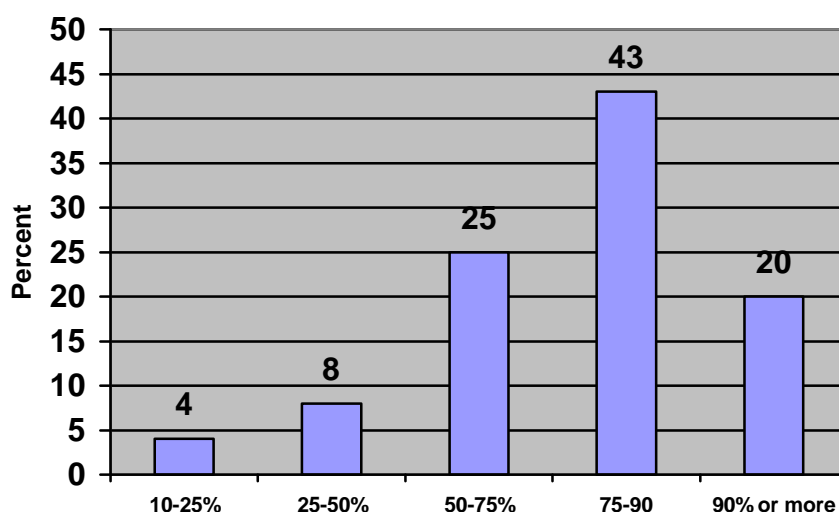
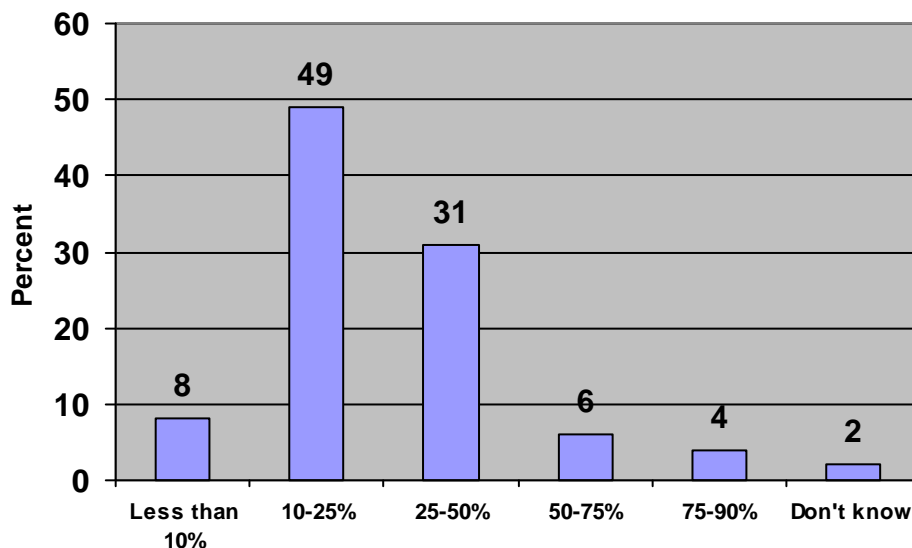


FIGURE 17:
Staff Estimates of the Proportion of Current Jeffreys
Students Who Will Graduate from University



3.02.21: Job Satisfaction

We concluded the questionnaire with two final questions: 1) How satisfied are you with the current administration at C.W. Jefferys? And 2) How happy are you with your job at C.W. Jefferys? The results suggest that, at the time of the survey (June 2007), the vast majority of staff members (76%) were very dissatisfied with the administration at C.W. Jefferys. Indeed, more than a third of staff respondents (39%) indicated that they were very dissatisfied (see Figure 18). This is consistent with the many negative comments about the administration presented above. However, despite holding a poor opinion of the current administration, most respondents (85%) were either happy (65%) or very happy (20%) with their job at C.W. Jefferys. Indeed, only 16% of staff members indicated that they were unhappy.

Final Comments

At the end of the survey, staff respondents were given the opportunity to make final comments about the survey or about their school. Many took the opportunity to do so. One respondent wanted to stress that C.W. Jefferys is a good school and should not be stigmatized by the Jordan Manners' shooting:

C.W Jefferys is a good school. The incident (Jordan Manners shooting) was an isolated incident and could have happened anywhere. Unfortunately, the media has tarnished the school's reputation. However, the students are great and there are a lot of very dedicated teachers.

Another respondent wanted to state that, in their opinion, increasing the number of racial minority teachers at C.W. Jefferys would do little to increase school safety and improve student behaviour:

At C.W. Jefferys it doesn't seem to make a difference what racial group a teacher or administrator belongs to, the students who are disrespectful or have behavioural problems are that way towards all in authority. They disrespect the Black teachers and administrators just as much as those from other races.

One respondent felt that it was important to examine the relationship between race and student behaviour: "The question of why such a disproportionate number of Black students, particularly Black male students, are the problem students is one that needs to be answered or addressed. Culture/social economic factors are bigger issues than race." These concerns are reiterated by another respondent, a Black male teacher, who wanted to stress that parents and community members need to take more responsibility for the behaviour of their children. He states:

I think the biggest problem in this school is the significant minority of parents who think that the school is out to get their children. They have convinced their kids that they can do anything and mommy will defend them

against the system that is out to get them. I strongly think that attitudes in the community have to change. An overwhelming majority of teachers and administrators at C.W. Jefferys are professionals who want so much to help these kids. The kids and their families just need to cooperate with us. The Board, through the trustee, must send a clear message to the community that no one is out to get their kids. Schools are doing their best to get these kids out of the cycle of problems. Families must answer these questions: Do their children see adults or elder siblings engage in criminal activity? If a parent or older sibling is caught committing crime, does the family use that as an example of what kids should not do or do they attempt to blame it on a faceless system that has been failing their communities? Have some families convinced their kids that the decks are so stacked against them that there is no legal way out of their poverty? If yes, how true is this perception? As a Black person, I think everyone gets an opportunity to do as well for themselves. I hope that the Panel will have the courage to ask these politically incorrect questions. The problem is not just the system. It is the individual student, their parents and their communities

Other respondents focused on the need for more resources, more training and greater institutional courage when addressing the complex issue of school safety:

I think that the basic problem is a combination of lack of money and lack of creative risk-taking on the part of the system (Ministry/Board/School) to deal with the ever-growing problems of disenfranchised students. It is being studied, but will anything concrete be done about it? I don't hold out great hopes whenever politicians are involved. The tendency is to react, not attack the problems at the root.

We need more teachers in this Board with more backbone. They should be a class in university on how to talk to kids with respect, to get respect back.

I know that CW Jefferys is not the only school that is having difficulty. The school board needs to really look at their processes of hiring administrators and produce some strong policies along the lines of "discipline" and "consequences".

Teachers have to reach out to the students who are in the most need. The trouble is most don't know how to do it. I was trained to teach motivated students. I was not trained how to be a social worker. So I sit in my office waiting for kids to come and ask for academic help. Is there some way to get teachers out of the building and into the lives of the students? Who can I call when a child seems too angry or confused to refrain from swearing at his or her fellow students or his or her teacher?

We need an admin team who is visionary and action-oriented and is not afraid to take a risk.

Finally, a few respondents simply stressed the need for change and wished the Panel luck in their deliberations:

I appreciate the opportunity to voice my option on school safety and improvement matters.

I hope that positive changes will happen to improve the safety for all people who work and attend C.W. Jefferys C.I.

Please do your best to help make our school safer. GOOD LUCK.

FIGURE 18:
Percent of Jefferys Staff Who are Satisfied with the
Current School Administration (at time of survey)

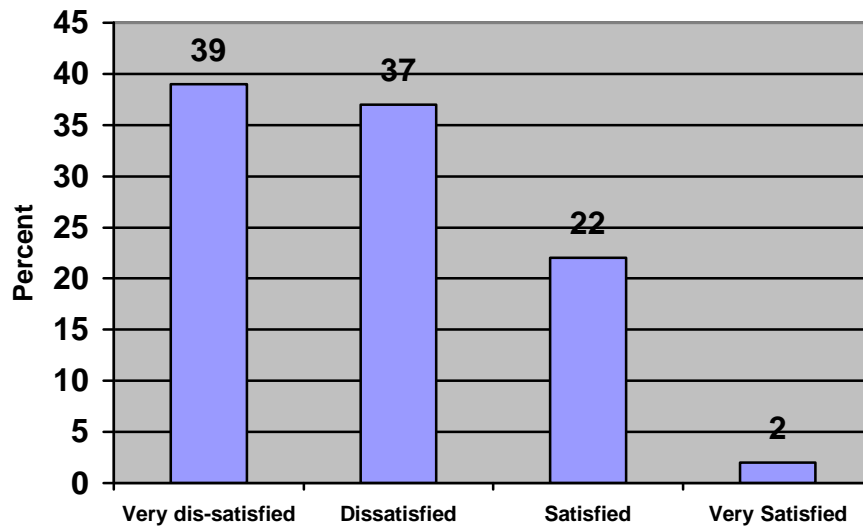
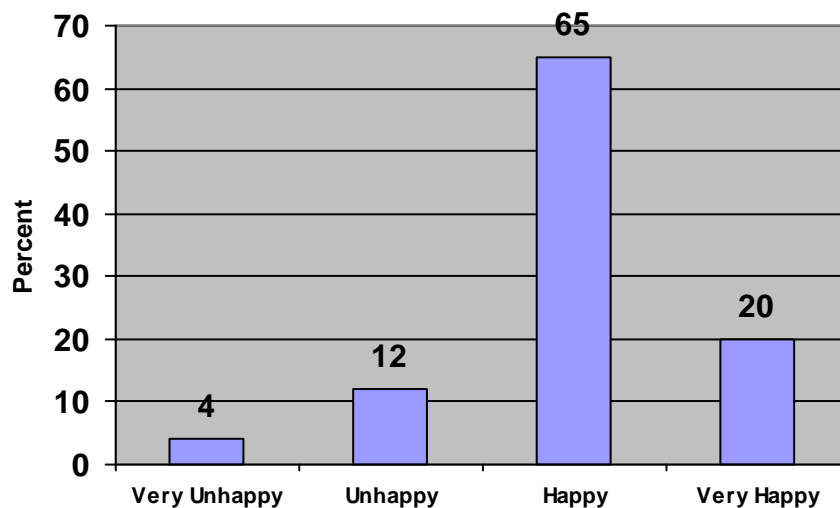


FIGURE 19:
Percent of Staff Who are Happy with
Their Job at C.W. Jefferys



3.02.22: Discussion

As with the C.W. Jefferys student survey, the C.W. Jefferys staff survey produced both optimistic findings and results that are cause for serious concern. Fortunately, most of the teachers and staff members who completed the C.W. Jefferys questionnaire appear to be dedicated professionals. Despite some challenges, most are happy with their jobs, report that they enjoy working with the students at C.W. Jefferys, and claim that, in general, teachers and students at C.W. Jefferys get along. On the other hand, at the time of the survey, the majority of respondents were very dissatisfied with the school administration. Most felt that discipline was too lenient or inconsistently applied at the school and that this situation had caused a deterioration in school safety and student behaviour. Indeed, a large proportion of faculty had witnessed criminal activity at C.W. Jefferys over the previous two years – including fights between students, drug trafficking, physical threats and students with weapons. The majority of respondents also indicated that they had been subject to blatant student misbehaviour – including challenges to authority, insults, teasing and accusations of unfairness with respect to both student punishment and grading. Finally, the majority of the staff who participated in the survey are fearful of the neighbourhood around C.W. Jefferys (especially at night) and claim that their school has serious problems with hallway disorder, youth gangs, drug trafficking, sexual harassment and violence between students.

With these findings in mind, it is not surprising to note that the majority of staff support policies that are “tough” on student misbehaviour. A high proportion of staff respondents, for example, would like to suspend or expel more students at C.W. Jefferys, call the police more frequently to deal with unruly students, give police the power to search student lockers, increase the number of security cameras in the halls and increase the number of full-time security staff. Most would also support having a single entrance in and out of the school. However, it is important to note that the majority of staff is also very supportive of “softer” initiatives that would attack the root causes of student misbehaviour. These initiatives include the provision of better counselling and treatment for troubled youth, more after-school programs and programs that would increase the involvement of parents in school activities.

Finally, it should be stressed that the problems or concerns identified by the staff and student respondents are not isolated within C.W. Jefferys Collegiate Institute. It is quite likely that similar issues exist at many other high schools in the Toronto area. Support for this hypothesis is found in the next Chapter when we examine survey data from another high school in the “Jane-Finch” community.

THE ROAD TO HEALTH: A FINAL REPORT ON SCHOOL SAFETY

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3.03: A Health Check at Westview Centennial Secondary School

When this Panel was established following the tragic death of Jordan Manners, the Panel's terms of reference specifically tasked the Panel with reviewing student supervision, student discipline and building security at C.W. Jefferys, but also asked the Panel with respect to improving practices in TDSB schools more generally.

As the Panel conducted its work, it found that the safety of schools within the North-West 2 (NW2) family-of-schools is inextricably linked. For example, as a school which is a net receiver of safe school transfers from its sister schools, issues of safety and security at C.W. Jefferys cannot be divorced from those of its sister schools. For this reason, the Panel felt it was essential that the conditions at sending schools in the NW2 area be closely evaluated.

During our consultations concerning C.W. Jefferys, Westview Centennial Secondary School ("Westview") was raised as a concern from all quarters: youth, parents, community agencies, residents of the Jane-Finch area, Trustee Stephanie Payne and Superintendent Verna Lister. Parents expressed the gravest concerns. They see Westview Centennial Secondary School as a haven for fighting, gambling and intimidation. This theme was repeated often and emphatically during any focus group sessions that involved parents from the Jane-Finch communities.

Community voices such as Roger Rowe (community resident/lawyer and founding Chair of PEACH) observes, "There is a sense of frustration and a lack of response to concerns." "Police are seen as the first resort when they should be the last resort." In a community agency consultation with seven representatives of organizations from outside the Jane-Finch communities, when they were asked for feedback concerning their understanding of the health of Westview, the themes referred to above were corroborated. There was no dissenting voice.

Ms. Verna Lister, Superintendent for Northwest 2, indicated that Westview was identified to her by the outgoing Superintendent (2003-2004) as the school with the greatest challenges, based in part on the changes in administrators due to various unavoidable circumstances such as health issues. There was acknowledgment as to the existence of problems with the level of high-risk youth in the school. Ms. Lister described C.W. Jefferys as being in a different category, consistent with others' views we have heard that Jefferys is the "school of choice" in the North West 2 family-of-schools.

Based on the above, the Panel was of the view that it was not only essential that a full review of safety concerns at Westview be undertaken, but that it was equally essential that it be undertaken by a body independent from the Toronto District School Board. In the Panel's Interim Report, the Panel recommended, among other things, the following with respect to an additional school review:

The Panel has experienced a startling unanimity across a broad cross-section of interests that, while C.W. Jefferys is viewed as a school of choice, there are serious safety concerns regarding other schools in the NW2 family-of-schools. The Panel is of the view that these schools warrant a more intensive review than was earlier contemplated.

The TDSB agreed with this request, and as a result, the Panel has conducted extensive survey work and consultations with respect to Westview Centennial Secondary School (“Westview”). This Chapter reports on the Panel’s findings.

3.03.01: Background on Westview

With approximately 1,200 students, Westview is one of the larger schools in the TDSB. 52 percent of its students have a primary language other than English. Nine percent of its study body has lived in Canada for two years or less. Westview students are required to wear a school uniform.

Westview falls within a neighbourhood identified by the City of Toronto as “Glenfield-Jane Heights” and is part of the TDSB’s “North West 2” (NW2) family-of-schools. A recent United Way report on poverty in Toronto found that Glenfield-Jane Heights is one of 23 “very high” poverty neighbourhoods, with a 50.1 percent poverty rate.¹ The population density is amongst the highest in Toronto due to the prevalence of high-rise apartment buildings. The community has been hard hit by a decade of declining median income in Toronto.² The area is also home to a large proportion of newcomers to Canada and is characterized by significant racial, ethnic, religious and cultural diversity.

The schools in NW2 are in the top quartile of the “Learning Opportunities Index” (“LOI”), a ranking based on factors such as median income, housing, level of education and immigration in particular areas of the City. The index ranks each school from the most needy to the least needy. The higher the ranking, the more needy a school is considered to be. Westview ranks first on the LOI.

In the fall of 2007, the Panel conducted surveys of Westview students and staff resulting in an extremely rich amount of data. The results of the surveys are reported in detail below. We begin, however, with some of the insights into the school’s history and current level of safety as gathered from consultations with students, teachers, staff, administrators, parents, community agencies, police and community members. These consultations highlighted that there are a number of indicators that Westview is in poor health: extraordinarily high suspensions and expulsions, significant levels of sexual violence in the school and a staggering number of guns in the school that was not designed with safety in mind.

¹ United Way, “Poverty by Postal Code: The Geography of Neighbourhood Poverty (1981-2001)” (April 2004) at p. 27.

² Ibid.

3.03.02: Supports for Westview Students

The community around the intersections of Jane and Finch has been the object of a high level of stigmatization for many years. Youth from the area are routinely depicted as violent and dangerous gang members. Such depictions are harmful on both the self-esteem of residents, as well as their futures. Many Westview students feel that they are unfairly portrayed, in that problems that they experience are typical at other high schools as well. The following comment from a female grade twelve student was typical of the concern expressed by many students:

I think sometimes the students can be a little bit out of control. Every other week you see a glass broken. And I know a lot of little kids that got robbed. Because generally I am friends with a lot of grade nines, and tens and grade elevens too as well as the seniors and stuff. They have some bullying issues too. I know some grade nines, because I mentored them, they told me how they would get picked on by older, bigger guys. So that could be somewhat of an improvement. I think it happens to anyone. It happens all over, not just in this school alone. It's just somehow we're more in the media.

Many Westview teachers were very concerned that the Panel's investigations would simply add to the stigma that the school is experiencing. Principal Palermo and Vice-Principal Jones spoke of the difficulty they experience trying to change perceptions about the students at Westview:

Randy Palermo: *In a traditional sense, and you're looking way back, to a time when Westview offered more tech programs... For some people there is still, they still remember those days of Westview not being the academic school. Of Westview being the tech school. That of course has changed over the years. We're now a competent school offering courses in the tech area but also in all academic areas and all high end, if you will, academic programs.*

I think a big piece of the reputation that you speak to is also having to do with our closeness to the Jane-Finch locale and that we are a microcosm of our society and the community. And the stigma around Jane-Finch, in terms of what that means to many people, is something that sometimes is directly related to the high schools in that area.

Howard Jones: *We're the core school in the Jane and Finch community... No matter what you do, we get no [positive] publicity ... It's like people wait to see a negative response. When you look at the [positive programs in the school]. When you look at the kids graduating. We don't get the kind of positive things [out], even though we constantly try to get the positive things out. And the perception in the community is that the school*

tends to be the fall guy because their kids aren't succeeding ... It's hard to say how you change that. We've tried to. We fight with it.

Julian Falconer: *What kinds of strategies, if at all, do you employ to deal with the stigma issue?*

Howard Jones: *We have a whole series of things, like getting involved in community things. Getting our kids out, getting out our drumming club, wrapping gifts at Christmas. Getting our kids out doing positive things in the community. Getting our seniors in for our cooking program. Getting them in for our hairdressing program ... We talk about being proactive and showing people in our community the kinds of things that our kids are doing We make partnerships with a variety of groups ... We see comments in the papers about things from people who have never been in this building. We say, where is this coming from? We do things that invite the community in, but it's very hard to change the stigma. I have been here for six years and I bang my head.*

The Panel does not wish to add to the stigma already experienced in the “Jane-Finch” community. Westview students have demonstrated great academic talent in some areas and compete academically in national competitions. For example, thirteen Westview students ranked in the top ten percent in the University of Waterloo’s national Sir Isaac Newton competition in physics.

However, it is a reality that many Westview students show significant signs that they are struggling academically. In the 2006-2007 literacy test, only 54 percent first-time eligible Westview students were successful, in contrast to a success level of 81 percent in the TDSB more generally. In terms of the mathematics assessment, 25 percent of TDSB students generally were at or above the provincial average, as compared to only 18 percent of Westview students.

In recognition of the high academic and other needs that many Westview students face, the school has implemented a number of unique programs designed to assist its students. For example, the school has partnered with Humber River Regional Hospital, as well as local colleges and universities to offer a “Health Science Program” for students considering careers in the health sciences field. The program includes co-operative education placements and special lectures by guest speakers.

The “Positive Peer Culture” (PPC) social science course teaches grade nine students life skills, problem-solving, peer mentoring and mediation. Senior PPC students mediate student disputes. Special Literacy Support services offer assistance to students preparing for the mandatory grade ten literacy test. Every student participates in Westview’s “Drop Everything and Read” (DEAR) program, reading for twenty minutes every Wednesday. After school and during the summer, the school offers free literacy classes, in partnership with York University. Homework help is offered every Monday to Thursday, between 3:00 p.m. and 4:30 p.m.

Each Friday, the school announces winners of its “Student Success Awards”, which recognize non-academic achievements such as human kindness, honesty and commitment. Students with good attendance records are also acknowledged and rewarded.

Administrators at Westview recognize that many of the students at Westview are coming to school from difficult home and neighbourhood situations and that many need assistance in order to fully participate in the life of the school in a positive way. Principal Randy Palermo provided the Panel with a comprehensive list of the programming that is in place to assist students:

Student Support Initiative	Purpose	Activities include	Target Group
Attendance Committee	To develop strategies to improve student attendance.	<ul style="list-style-type: none"> ▪ Create positive incentive initiatives ▪ Review and adjust procedures to promote greater attendance 	All students
Breakfast and Lunch Program (in partnership with the Toronto Foundation for Student Success)	To ensure meals, at no cost, are available for students in need.	<ul style="list-style-type: none"> ▪ Volunteer teachers and students purchase food and prepare meals. 	All students in need
Co-curricular Program (community partners as coaches)	To provide opportunities for personal growth through a wide variety of co-curricular activities.	<ul style="list-style-type: none"> ▪ Many active intramural and interschool sports / teams, clubs and groups (see examples of ESP and SIA below) 	All students
Drug Awareness Training (in partnership with Conflict Mediation Services of Downsview)	To provide a leadership development opportunity and a mechanism for giving back to community to a group of students. To counsel/mentor young students about the hazards of drug involvement.	<ul style="list-style-type: none"> ▪ Training in a after school program through the support of Conflict Mediation Services ▪ Delivery of anti-drug message to young students at feeder schools 	All interested students
Enhanced Student Services Team (variety of community agency links)	To help students deal with personal and academic issues in a way that maximizes their chance for success.	<ul style="list-style-type: none"> ▪ Provide academic and personal counselling on a wide variety of issues. ▪ Liaise with school social workers, youth workers, settlement worker and outside agencies. 	All students
Enriched Mathematics and Physics Classes	To equip students with knowledge and skills that will enable them to excel in post-secondary Engineering and Science courses.	<ul style="list-style-type: none"> ▪ After school tutoring and mentoring sessions run by a volunteer teacher ▪ Writing of the Waterloo Sir Issac Newton Physics Contest 	All interested students enrolled in mathematics and physics courses
Empowered Student Partnerships (ESP) Group (in partnership with Toronto Police Services)	To empower students, through links with community agencies and the police to develop strategies to address issues of safety.	<ul style="list-style-type: none"> ▪ Regular meetings to allow for the planning of information sessions and activities that address issues of safety concerning teens. ▪ Leading Family-of-Schools initiative “Students for Peace” anti-violence campaign in 2007/2008 	All interested students

Student Support Initiative	Purpose	Activities include	Target Group
EQAO Mathematics Preparation Classes	To provide an opportunity outside of the classroom for students to continue the development of mathematics skills prior to the grade nine EQAO mathematics assessment.	<ul style="list-style-type: none"> Westview teachers run after school classes with support from the Continuing Education Department 	All interested grade 9 students
Grade Nine Leadership Days	To engage grade nine students and introduce them to leadership possibilities at Westview through an interactive day at Forest Valley Outdoor Education Centre.	<ul style="list-style-type: none"> Students from the Leadership Class work with adults to lead grade nine students in team building exercises and group problem-solving activities. 	Half of grade 9 class in 2007
Homework Help and Mentorship Program (in partnership with the Caring Village organization)	To provide academic support and a positive environment which will help students complete assigned work and improve their academic achievement.	<ul style="list-style-type: none"> Teacher volunteers work with small groups of students Monday – Thursday 3:15- 4:30 pm Promoting Excellence Mentorship Program continues until 5:30 pm Refreshments included 	Primarily Grade 9 and 10 students but all are welcome
Homework Help (Mathematics Specific)	To provide academic support specific to mathematics after class hours.	<ul style="list-style-type: none"> After school classroom open four days a weeks Support with homework completion enhances numeracy initiatives embedded in classwork. 	All students
Leadership Experience (in partnership with Toronto Police Services)	To take a group of students, identified as having strong leadership potential, to an off-site leadership development camp. To foster the engagement of these students in leadership initiatives back at school.	<ul style="list-style-type: none"> Three day experience at Kinark Outdoor Education Centre Planning of initiative to continue at school. Staff mentorship for student leaders throughout the year. 	All interested students (about 50 each year)
Literacy Committee	To develop strategies that promote literacy skills and greater academic success.	<ul style="list-style-type: none"> Creating resources to teach the skills of the OSSLT Professional development OSSLT Practice Test Boys' and Girls' Reading Clubs 	OSSLT candidates and any interested students
Multicultural Services (in partnership with a variety of community agencies)	To support recently arrived immigrant students in their adjustment to Canada and our school system.	<ul style="list-style-type: none"> a comprehensive ESL program with academic supports LEAP program Special OLT tutorials Designated counsellor Culturally Specific Parent Information Sessions 	Immigrant students who have arrived within the last 4 years
Peer Mediation (in partnership with Conflict Mediation Services of Downsview)	To empower youth with a vehicle for the successful resolution of conflicts with minimal adult intervention.	<ul style="list-style-type: none"> Part of Positive Peer Culture courses (major focus of grade 12 course) Enhanced training through community partnership 	All interested students
Positive Peer Culture	To help students learn to deal with personal problems and conflict in a responsible and positive way. To develop and direct the	<ul style="list-style-type: none"> Mandatory class for all Gr. 9 students Optional classes in Gr. 11 and 12 Community projects such as organizing food drives, acting as 	All students

Student Support Initiative	Purpose	Activities include	Target Group
	concern, energy and skill of youth in the community and guide this force towards positive change.	reading partners with students at Firgrove, volunteering in homework clubs ▪ Peer Mediation training and utilization	
Promoting Excellence – Summer Program (in partnership with the Caring Village organization)	To work with at-risk youth in transition from elementary to secondary school through the delivery of a Learning Skills credit and a mentorship program.	▪ Recruitment of students from feeder schools ▪ Counselling students and parents ▪ Delivery of credit program at York University in the summer	Youth in transition who are academically at-risk
Promoting Excellence – Learning Skills Course (in partnership with the Caring Village organization)	To work with complex needs youth involved in the summer Promoting Excellence program to deliver the second half of a Learning Skills credit and continue to mentor students.	▪ Recruitment of students from summer program who are attending Westview C.S.S. ▪ Hiring staff and monitoring the delivery of the credit program	Youth in transition who are academically at-risk
“Realize” Mentorship Program (in partnership with alumni)	To assist a group of young women who have faced significant challenges in life to build confidence and succeed.	▪ Former students and community partners mentor the students ▪ Mentees become mentors for younger students ▪ Bursaries available	All female students (application in form of short essay)
School Safety Monitors	To help maintain a safe school environment for all students and staff. To provide guidance to students.	▪ Monitoring the halls ▪ Responding to calls for assistance in emergencies ▪ Following up on/investigating incidents ▪ Developing a rapport with students through counseling and interaction	All students
Settlement Education Partners in Toronto (S.E.P.T.) (community agencies link)	To help newcomers students and their families in their adaptation to a new country.	▪ Interview and assess settlement needs ▪ Information and referral to government and community resources and services ▪ Orientation and supportive counseling ▪ Consultation with staff on settlement issues ▪ Group sessions and workshops	Newcomers
“Shoot With This” Mentorship Program (partnership with private industry and Seneca College)	To engage a group of complex needs youth in a mentorship program based on media production.	▪ Discussion of issues / challenges facing youth through the creation of video documentaries and stories ▪ Meet once a week 3:30 – 6 pm ▪ Created and supported by Social Workers	All interested students
Social Workers in School	To assist students and families who are struggling with a variety of issues	▪ Counselling ▪ Acting as liaison/making referrals to outside support agencies and services ▪ Work in the school 1 to 2 days a week ▪ Consulting with/advising staff	Any student referred by staff or self-referred

Student Support Initiative	Purpose	Activities include	Target Group
Special Education	To provide support for identified Special Education students	<ul style="list-style-type: none"> ▪ A comprehensive Special Education program with academic supports ▪ IPRC annual reviews ▪ Annual Individual Education plans for all students ▪ Designated Special Education Staff 	IPRC Students identified as having learning, behavioural or mild intellectual disabilities
Stay Connected (community partner agencies invited in regularly)	To enable students who have become disengaged to re-integrate into the system To provide a different learning structure for students who are at-risk of leaving school	<ul style="list-style-type: none"> ▪ Credit accumulation through shorter modules ▪ Case management ▪ Counselling ▪ Certification 	16-18 year old students who are behind peers in credit accumulation. Students who have been out of school.
STEPS to University Program (in partnership with the University of Toronto)	To provide a window into the university experience and a chance for students to get an advanced credit	<ul style="list-style-type: none"> ▪ Students are taught by both a local teacher and by a professor from the University of Toronto ▪ Students receive two high school credit as well as a university credit in Sociology 	Grade 11 and 12 students selected through application process
Students in Action (S.I.A.) (links with community agencies and YRR Hospital)	To promote student leadership and volunteer opportunities	<ul style="list-style-type: none"> ▪ organizing school events ▪ visits to food banks ▪ assisting in shelters ▪ fundraising for disaster relief, medical emergencies 	Students Gr.9 - 12
Students Success Committee	To provide support to students who are personally or academically at-risk and to the teachers who teach them	<ul style="list-style-type: none"> ▪ Monitoring/Guiding for students at risk ▪ Mentorship program (volunteer teachers mentor students at risk) ▪ Workshops/information sessions for parents of students at risk ▪ Professional development for staff ▪ Credit Recovery program 	Students identified by staff or family or self-identified as being at-risk academically or personally
Student Recognition Committee	To create positive role models by recognizing student achievement and improvement.	<ul style="list-style-type: none"> ▪ Student of the Week prizes ▪ Journey to Success Luncheon ▪ Awards assemblies ▪ Public showcase/display of achievers 	High achievers, students who have improved, students who need motivation
Suspended and Studying S.A.S. (offered in affiliation with P.E.A.C.H. community agency)	To provide students on suspension with the opportunity and support to continue their studies so they don't fall behind.	<ul style="list-style-type: none"> ▪ A teacher and CYW oversee and assist students with course work provided by Westview teachers while student serves a short suspension. ▪ Students on longer suspension (20 d) serviced through Safe School A2S program ▪ Some students on a longer stay, programmed for by teacher at P.E.A.C.H. 	Students on suspension or students attempting to restart their formal education
Transition Committee	To inform our feeder schools' staff, students and families about the opportunities and positive things at Westview. To help academically at-risk	<ul style="list-style-type: none"> ▪ Gr. 9 for a Day and individualized tours ▪ Westview Bulletin Board at feeder schools ▪ Cross-Panel visits/activities with a curriculum focus 	Grade 7, 8 and 9 students

Student Support Initiative	Purpose	Activities include	Target Group
	Gr. 8 students succeed in Gr. 9.	<ul style="list-style-type: none"> ▪ Hand-timetabling for all Gr. 9 students ▪ Special programming for students requiring extra support 	
York-Westview Partnership (in partnership with York University and Seneca College)	To provide opportunities and support for academic achievement for Westview students with a view to having more students go to university/college. To provide opportunities for York student to gain experience and make contributions to the community.	Over-all program <ul style="list-style-type: none"> ▪ ACE – provides our students with the opportunity to experience post secondary education and encourage those who might not otherwise consider/apply for university ▪ OLT preparation/literacy classes: develop the reading and writing skills of students to help them pass the OSSLT. Starts in August and continues on Saturday mornings. ▪ Mentoring/tutoring project (Roots of Empathy) - York University students volunteer in classrooms to help and mentor students one day a week ▪ Mentoring Young Women – Schulich Students: Group and individual meetings to provide support ▪ Steps to the Arts: Enriched arts opportunities for students ▪ Student Teacher Candidate Program Provide extra support for Westview students while helping teacher candidates develop their craft 	All students

The leadership and dedication of the administrative team and teachers has clearly begun to make a difference at a school that has had a reputation as being one of the roughest and most disorderly schools in the TDSB. One of the most frequent observations from the consultations was the incredible improvement that has been made at the school over the past several years.

Ken Glasgow has been a School-Based Safety Monitor in the school for five years. As someone who spends the majority of his time interacting with students in hallways and responding to issues of concern within the school, he is ideally placed to describe the changes in the school during that time period. He described a virtual sea-change in the environment in the school under the leadership of Palermo and his team:

***Ken Glasgow:** I think after being here 5 years, I kind of have a broader view of the school. When I first came to Westview, on any given day, at any given time of the day there would be 300 or 400 kids running around the hall. There seemed to be a problem with discipline and people being*

able to get kids to either go to class or stay in class. And that sort of went on just primarily because we had a change in admin, the old principal died, there was an unstable environment – they had an interim principal, that kind of thing and there was no steady sort of figure head in the building.

...Now we have kids in – mostly kids in uniforms. The halls are relatively empty. That discipline issue – I mean we'll always have discipline issues. In fact everyone had a discipline problem – basically, we'd get attitude from every student that we talked to – now that is seldom, if not completely gone.

...When I think about ... when I first started, when there were teachers who were unable to or afraid to walk down certain halls. PCP in the halls and nobody would be able to speak to them for fear of being you know, abused one way or another. Now we don't even have those. You know before you'd have kids selling drugs in the halls, openly and blatantly. There would be no fear or consequences.

The Panel acknowledges that the situation at Westview has improved considerably. There are many positive programs in place to assist students and some degree of calm has returned to the school. Nonetheless, it is clear that there are significant problems that remain.

3.03.03: Weapons in the School

The survey work done with students at Westview has revealed a very troubling picture of weapons in the school. 23 percent of students reported that they know someone who brought a gun to school in the past two years, 5.5 percent had been threatened with a gun at school and 2.8 percent claimed that someone has tried to shoot them at school in the past two years.

Several students who were interviewed described their experiences with weapons in the school. One female grade nine student commented, “You have to know who your friends are ... people know who has a gun.” One male student who has spent two years at the school stated:

When I was here in grade nine I saw a weapon. I saw a knife once. One of my friends was in a fight and I had to stop her because she was going to stab this person. So, I witnessed a knife that time. I do believe there are other weapons. One time again in grade nine I saw this guy with a butterfly in the hallway and he cut himself....I do believe there are kids who really have firearms in the school.... Maybe not everyday, but maybe once in awhile.

According to the survey results, although only five percent of staff respondents from Westview reported that they have seen a student with a gun in the past two years, 13 percent of Westview staff believe that students bring weapons to school on a weekly basis.

Neither Principal Randy Palermo nor Vice-Principal Sam Miceli have seen a gun in the school and Vice-Principal Howard Jones has only seen a replica. Nonetheless, as the following quote demonstrates, Principal Palermo acknowledged the difficulty posed by the fact that some youth in the neighbourhood feel the need to arm themselves for defensive purposes.

Randy Palermo: *When we look at weapons, I think that's a huge issue that I can't control. They feel a need – let's say a fear factor of coming to and from school in their community. And you know, I don't know if that reflects the safety that they have within this building. You know what I mean? It obviously does, but I mean, the fact that they feel that way to and from school is when they are getting into a lot of their problems and then that's reflecting within this building when they get here.*

Given the known presence of guns in the surrounding community, it is – sadly – not surprising that there are guns in the school. However, the extent of the presence of firearms in the school would not have been known to the Panel had it not been for the anonymous student surveys. TDSB “Weekly Incident Reports” are one of the ways in which the presence of guns in schools is monitored by the Safe Schools Department.³ Yet, the presence of firearms at Westview cannot be reliably tracked using this method, particularly because they are not mandatory. The forms are not routinely completed and there are no Weekly Incident Reports involving firearms from Westview from two year's worth of forms reviewed by the Panel. Vice-Principal Miceli explained that he is not directly familiar with weekly incident reports and that: “I don't know what they are, really.” Clearly this lack of comprehensive tracking makes it difficult for the TDSB to monitor trends such as firearms in schools.

The presence of firearms can also not be reliably tracked using police reports. Staff Sergeant Federico provided the Panel with a summary of all of the weapons-related incidents at Westview that involved the Toronto Police Service over the past 24 months. The following is the sum total of police involvement at Westview with respect to weapons – one gun incident and seven incidents involving other types of weapons:

1. Police investigated a report that a suspect had pulled a firearm from his hoodie to show others.
2. A suspect was arrested following an investigation into an allegation that a knife was brandished and held against another person's neck.

³ Consultation with Donna Quan, TDSB Systems Superintendent with oversight of Safe Schools, Alternative Programs, Information Management, MISA (Managing Information Student Achievement), ONSIS (Ontario School Information System) (September 19, 2007).

3. A suspect was arrested following an investigation that an assailant had swung a knife at another person.
4. A suspect was arrested following an investigation into allegations that the assailant had produced a knife during a dispute in the school and threatened to kill the complainant.
5. Police investigated an allegation that two males took scissors from a complainant and then swung them at the victim in an attempt to assault.
6. A suspect was arrested following an investigation into an allegation that the assailant had demanded money from the victim while brandishing a knife.
7. Police received a report that an assailant removed a pair of scissors from a teacher's desk and charged towards the victim. The teacher intervened and seized the scissors from the assailant.
8. A suspect was arrested following an investigation into an allegation that the victim was robbed by the assailant while he was on his way to school. When police attended at the school to execute the arrest, the assailant was discovered to be carrying a knife on his person while in class.

The only way, at present, to track the presence of firearms at Westview, is through anonymous student surveys. Weekly incident reports and police reports are clearly unreliable as they relate to firearms in schools.

Thus the number of firearms in the school is something that is below the radar of the TDSB and police. The Panel rejects the notion that Westview is unique in this regard, or that its students are somehow better at hiding weapons than other students. Barriers to detection, including a fear of “snitching” on other students, would be identical at other schools. The same logistical limitations on the ability of police and principals to find these weapons exist elsewhere. In fact, one might expect that firearms would be more likely to be detected at Westview. There are 73 cameras in place in Westview and as firearms are known to be in the community surrounding the school, one would expect the staff at Westview to be on a higher alert for their presence. The ways in which TDSB schools, such as Westview, can improve their ability to detect and deter the presence of weapons are discussed later in this report.

3.03.04: Sexual Violence

The survey results detailed below reveal gender-based violence such as sexual assault and sexual harassment are prevalent at Westview. 29.3 percent of female Westview students reported that they had been the victim of unwanted sexual contact at their school over the past two years. Seven percent of female respondents reported that they had been the victim of a major sexual assault at their school over the past two years.⁴ 21 percent of Westview student respondents reported that they knew of at least one student who had been sexually assaulted at school over the past two years. Seven percent reported that

⁴ Major sexual assaults were identified as cases in which a student answered yes to the following question: “In the past two years, have you been sexually assaulted at school. Has someone ever forced you to have sex at school against your will?”

they knew three or more students who had been sexually assaulted at the school over the past two years. One out of every three female students indicated that they had been the victim of sexual harassment at their school over the past two years.⁵

Ken Glasgow, a School Based Safety Monitor, confirmed that he is aware of reports of sexual activity taking place in hallways in exchange for money. He indicated that during his time at the school there has always been “some level of that”, though it occurs less so now.

Vice-Principal Miceli acknowledged that violence of a sexual nature occurs at the school. He described one incident in which a female student was confined in a stairwell and forced into various stages of undress as other male students took photographs. This came to the attention of school authorities when the pictures were developed as part of a photography class. The brazenness of this attack suggests that there is a sense amongst some students that they can engage in sexual violence against female students with impunity.

Despite the high level of sexual violence at Westview, there are no Crisis Reports or Weekly Incident Reports to reflect such activities occurring.

Staff Sergeant Federico provided the Panel with a summary of all of the incidents of sexual assault at Westview that involved the Toronto Police Service over the past 24 months, closely mirroring the time period over which students were asked to report in the surveys. Only one sexual assault involving the school was investigated during that time period. Even this incident was not the subject of a Crisis Report or a Weekly Incident Report.

Although there is a high level of violence against young female students occurring within the school, none of the initiatives and programs described in Principal Palermo’s chart specifically address the serious issue of gender-based violence and sexual assault. There is clearly a serious need for such interventions at Westview in order to improve safety for female students. Issues related to gender-based violence are comprehensively addressed later in this report.

3.03.05: Gangs

As was discussed in the Interim Report, the colours red and blue, while associated with two gangs that are present in Toronto, are also associated with particular neighbourhoods around Westview. Many students wear a colour as a signifier of their home community, rather than as a signifier of membership in a gang. It is common for students wearing neighbourhood colours to be mistaken for gang members and for students from these different communities to socialize within the school without any difficulty. These friendly inter-changes are not always possible outside of the school. Principal Palermo

⁵ Sexual harassment was defined in the survey questions as someone “making unwanted sexual comments that upset the student or made them feel uncomfortable.”

and Vice-Principal Jones described these neighbourhood dynamics in the following exchange:

Randy Palermo: *Kids come wearing colours. They know they are not allowed to wear colours in school. ...If they live in the red community, and they wear blue they will be accosted. So you know they don't belong to the gang. But they need to wear that colour because that's their community and they don't want to be hassled on their way to and from school...*

Howard Jones: *And the other thing that happens with us is that, we look at the different communities and different cultures in this building and the very fact that they interact on curricular teams at lunch time activities – they are involved in a variety of things together ...On a daily basis that they get involved together in a game at lunch time and with only a teacher and a safety monitor there and, we almost never have – like maybe two in the course of let's see, its been eight years since I've been here – a conflict in there and in each of those cases it would be because somebody bumped somebody in the corridor. It wasn't a gang-related colours thing.*

And its an amazing thing to watch this at the end of the day as they separate and leave from different doors – going out to the different areas dressed and they start putting their different colours on as they go out. It's a really interesting perception.

...

Randy Palermo: *But I agree with Howard, there is still – for many, not for all – when they arrive in their community they feel a need to show a particular colour. A large number of students would never think of wearing a colour, even though they live in those communities and what's the difference for those?*

Although gang presence may sometimes be over-estimated as a result of the conflation with “colours”, it is clear from the survey results that there is a gang presence in Westview. 11.8 percent of the sample (93 students) claim that they “used to be involved in a gang.” 4.8 percent of the sample (39 students) claim that they are a current gang member.

Vice-Principal Miceli described how some parts of the school are associated with “red” or “blue.” The entrance known as the “Oakdale” entrance (adjacent to the library on the west side of the school) is predominantly a “red” area, characterized by “the same students congregating in the same spot, displaying various clothing of red on it.” Further down the hall “towards the main entrance, still in the Oakdale area – closer to what I call our PPC office – you see other kids wearing blue. Sometimes under their uniforms, sometimes in lieu of their uniforms.” He elaborated further that some students have “marked” areas:

The kids who wear red in front of the library doors in the Oakdale area – wow, though I have never seen them physically, first hand tagging the area – you’d find as you walk through the building – red tagging, or just in pen – Blood. One occasion, we were able to analyze videotape and came up with ... one of our students very clearly with a marker writing on the very floor where kids stand – Blood.

He noted that other areas of the school had been marked with the word “Crips.”

Given the documented relationship between criminal gang activity and the possession of weapons,⁶ the presence of gang members within the school is a significant concern. In a 2000 survey in Toronto high schools, almost seventy percent of those who identified as “criminal” gang members reported that they had carried a knife or gun with them during the past year.⁷ Membership in a criminal gang also dramatically increases the risk of victimization. Gang membership puts one at an increased risk of being assaulted with a weapon and, particularly for female members, a higher risk of sexual assault.⁸

3.03.06: Suspensions and Discipline

The Panel is of the view that safe school transfers, suspension rates and expulsion rates can be a useful indicator of the health of a school. It is with concern, then, that the Panel noted that Westview Centennial S.S. has amongst the highest suspension and safe school transfer rates in the TDSB.

“Safe School Transfers” are discussed more fully elsewhere in the report. Briefly, safe school transfers involve the transfers of students who: 1) are subject to interim release conditions that prohibit them from returning to their school; 2) are returning from a limited or full expulsion; or 3) are subject to Denial of Access notices pursuant to section 306 of the *Education Act* or a principal exclusion pursuant to section 265(m) of the *Education Act*.

During the 2006-2007 academic school year, Westview was considered a “net sending school”. Westview sent out 22 safe school transfers and received 13 safe school transfers. Most such transfers involved students with conditions imposed upon them by either the

⁶ P.M. Kingery, M.B. Coggeshall and A.A. Alford (1999), “Weapon carrying by youth: Risk factors and prevention,” *Education and Urban Society* v. 31(3) 309.

⁷ S. Wortley and J. Tanner (2004), “Criminal Organizations or Social Groups? An Exploration of the Myths and Realities of Youth Gangs in Toronto” (unpublished manuscript).

⁸ S. Wortley and J. Tanner (2004), “Criminal Organizations or Social Groups? An Exploration of the Myths and Realities of Youth Gangs in Toronto” (unpublished manuscript) “Criminal” gangs were classified as those in which members indicated that they had either sold drugs, stolen property or fought against other gangs as part of their regular gang activities. When the definition was expanded to include “social” gang membership, in which members did not engage in regular criminal activity, the percentage of high school students who were classified as gang members rose to six percent. However, the differences in offending between “social” gang members and non-gang members were rarely statistically significant. Many youth who identify themselves as “gang members” are not overly involved in deviant or criminal activities.

courts or police. In the current school year, Westview has sent out nine safe school transfers and has received five safe school transfers. Westview consistently sends out the most safe school transfers in the NW2 family of schools and is generally in the top ten every year in system wide data.

Suspensions at Westview occur at extremely high levels. In the 2004-2005 school year, Westview had 292 suspensions, representing 13.69 percent of its student population. In 2005-2006, Westview handed out 518 suspensions to 264 of its 1277 students (20.68 percent). In the 2006-2007 school year, 450 students were suspended, representing approximately 20.82 percent of the student population.

A fulsome analysis of how Westview suspensions compare to other schools in the TDSB is provided later in this report. Suffice it to say at this point, that the increasing trend in suspensions stands in stark contrast to the rapid decrease in overall suspensions in the TDSB during the same period of time. Westview's suspension rate has consistently been amongst the highest in the TDSB.

As high as these suspensions are, there may actually be more suspensions taking place than have been formally reported. The Panel has been advised by a community student advocacy organization and a community legal worker that some students have been sent home from Westview, sometimes for days, without any formal suspension or expulsion. The Panel was further advised that these students were not provided any form of supports during the period they were at home nor were parents formally advised that their child had been disciplined in this manner.

Principal Palermo and Vice-Principal Jones advised they knew nothing of this practice of informal suspensions. However, Vice-Principal Miceli advised differently:

Julian Falconer: You use informal suspensions from time to time, where you send kids home on the basis that parents accept that they should take the day off? Is that right?

Sam Miceli: No, I don't. Never Our admin have on occasion sent kids home; 1) for their own safety until a matter is cleared up; and 2) for the rest of the school day, **which is not a formal suspension**. It might be a tentative one, because that administrator deems it is the right course of action given what's transpired. [emphasis added]

Julian Falconer: Why not a formal suspension?

Sam Miceli: I don't know. You would have to ask them. I like to make it very clear for parents. Either they are suspended or they are not.

The Panel is concerned by this practice and recommendations have been made later in this report to end informal suspensions.

Westview teachers consulted are generally supportive of the high number of suspensions, with some teachers commenting that the administration is not suspending students enough. During a consultation with Principal Palermo, the Panel was advised that the increased number of suspensions at the school could be a sign that the school is getting healthier:

I think suspension data can also be taken ... that is high can also be taken as a positive in regards to the health of the school. I'll explain what I mean. If we are using a progressive discipline model... some students who are not attending or not doing what they need to do, may receive the suspension for neglect of duty or habitual neglect of duty and that may be a simple one day suspension that is another tool to say, "Hey, we need to make a change here". It will involve connections with the parents and if at all possible a chance for the parent to come back in and meet with the Vice Principal or teacher and have a discussion around what is happening with this child. And I think, if we are using progressive discipline models in getting to those kinds of suspensions more often, which I believe we are, it shows that we're addressing students in need. ... So it's not necessarily a negative indicator.

Vice-Principal Miceli was also supportive of the idea that suspensions of 21 percent, while unfortunate, are a good thing for the school:

It's high. It's horrible. But at the same time it is what it is. It's good...I wish there were no suspensions, I wish there were no safe school transfers, but that is not going to happen...I received feedback from staff and from students and from support staff to say "since you guys have been here, (meaning the current admin team) things are a lot better. Students feel safer, we feel that things are more orderly"... "Students and staff need to be reminded of what you expect of us and that there are benefits and consequences when we don't meet those expectations."

...

I think it signals very clearly that the school community will not tolerate certain behaviours....I speak in my short time, 2.5 years, being greater incidences of lack of safety, of gang activity, of skipping, of intruders [when] we had a lower suspension rate. I think you can make the correlation that as things got safer its because we held kids more accountable. That there is a progressive discipline that will be communicated very effectively to you, and to you through your teachers, that if you do a) and b) you will be rewarded. But If you do c) or d) we are going to talk to you and we're going to keep paying attention to you... We'll get you the help, we'll get you the homework help. But if you continue the gang colours, the bullying, the fighting, the harassing females, whatever it might be, your parents might hear about it. Eventually might get suspended and it might be more than a day...

Unless there is a change outside the school walls, do not anticipate too much of a change within it. I can hardly blame our kids when, because they are sleep deprived, because they are malnourished, because they have not received their school uniform... I can neither blame them nor their parents because we know full well the obstacles they are up against. Will that 21 percent change given that? Not much.

The Panel does not share Principal Palermo's view that suspending 21 percent of the student population is a positive indicator with respect to the health of a school. While such an argument could perhaps be made if the rate was that high in one year but was reduced in the next, that is not the case here. It is precisely because suspensions cannot address some of the root causes of student misbehaviour, such as poverty, hunger and violence outside of the school, that suspensions are so ineffective. As is discussed later in this report, the Board's current approach to suspensions – which often accomplishes little more than causing already struggling students to fall even further behind – is not working.

3.03.07: Building Security

The Panel has serious concerns about the design and physical plant at Westview. The school is a large and sprawling maze with numerous little hallways and enclosures. A former Westview teacher explained that stairwells have historically been an issue with students hanging around in stairwells, moving to different floors from time to time to avoid hall monitors. There are several places where the final steps of the stairwell create an alcove where students sometimes congregate.

Several students commented on problems with the school's physical plant. For example, one male student stated: "This school is not clean. The school needs to be rebuilt. There are places caretakers cannot clean."

A fall 2007 School Safety Audit identified the following concerns, among others:

- All perimeter doors need signs that direct visitors to report to the main office;
- Graffiti;
- Several exterior doors that were supposed to be locked were found unlocked;
- Exterior lighting is not operating properly. At the time of the audit only 3 lights were working;
- Caretaking receiving door is left insecure all day and evening until permits have ended. During the auditors' visit to the school, the door was propped open and no Board staff were present;
- The location of the main office is not clearly indicated when you walk through the doors;
- There are blind spots in the hallways at T intersections and alcoves;

- Stairwell near room #319 was tied shut and was being used for storage;
- More cameras are needed. The Principal has requested an additional 26 cameras;
- There is a perception that students congregating around the red lockers near the library may be associated with street gang activity. The audit recommended that the red lockers be painted a non-gang affiliated colour.

Maureen McAuley, Architectural Coordinator with the TDSB, conducted a site visit on December 10, 2007 at Westview and reported back to the Panel. Her observations about the school's layout and physical plant included the following suggested areas for improvement:

- New schools are being designed with a greater number and larger sizes of windows. With the narrow windows, Westview Centennial SS appears more 'military' than 'friendly' in the overall massing of the building;
- The main entrance for the neighbourhood students is in the 'rear' of the school, away from the main entrance and office area and is not clearly visible from the street;
- The Main Administration Office is located on the second floor. Ideally, the Main Office should be located adjacent to the main entrance to the school, on the main floor level, where the administration personnel is aware of the comings and goings at the school;
- The main parking area is located in the rear of the school, towards the playing field. There is a vehicular driveway that leads to and from the area; however, there is no strong link to the front entrance to the school. There is no turn around or drop off zone to draw attention to the main entrance;
- One of the second floor corridor exit stairwells lead the students down the stairs to the main floor, exterior exit as well as to the Library. This rear entrance/exit door from the Library was designed as a requirement of the exiting needs of the Library. However, this circulation has caused the school to create an "out of bounds" area for the students and unless there is an emergency, they are discouraged from using the second floor stairwell;
- There is another stairwell that leads to the third floor Science wing. The stairwell opens up to the corridor and an open Science Lab and has become an undesirable 'gathering area for students'. The school had to create another "out of bounds" area for the students. Securing the Science Lab with closures might increase the security of this Science classroom;
- The entrance to the Pool and Change Rooms, at the end of a corridor, must be kept secure as it presents itself as a 'hang out' area for students. The students have to be escorted to this area by a staff member.

The layout at Westview was clearly not designed to be welcoming, nor was it designed with student safety in mind. Given the numerous issues with the building's design, it is

not surprising that there is difficulty maintaining a safe environment for students at Westview.

3.03.08: Conclusion

A number of other themes that emerged from Westview are addressed throughout the report, including difficulties in the relationship between teachers and students as well as student access to after-school activities. The Panel has been left with the view that the situation with which the administrators at Westview are faced is utterly impossible. There are simply too many students with complex needs in a building that is not designed with safety in mind. The impression of high tensions and serious safety issues at the school are only strengthened by the survey results, which are described in detail in the following section. The needs of the students and surrounding community are so great, and the resources available to meet those needs are so inadequate, that at best, administrators can “keep the lid” on an explosive situation. It is understandable to the Panel that Principal Palermo and his team would be seen as making significant strides simply by virtue of their ability to keep the situation under control.

Ultimately, however, “keeping a lid on it” is simply not enough for the students of Westview. One young woman stated that “you need to have backbone” to go to Westview. No student should need to “have backbone” to attend school. The students and community around Westview are entitled to better than they have received, despite the best and well-meant efforts of the school’s staff.

One is tempted, given these findings, to recommend closing the school and replacing it with smaller, more safely designed facilities. The Panel does not feel comfortable, based on the limited work we have been able to do in the school, in making this recommendation. However, the situation cannot continue as it is and more follow up is necessary. For these reasons, the Panel recommends elsewhere in this report that the Provincial Advocate for Children and Youth – a provincial office that has the power to ensure the voices of Westview students are heard at the highest levels of power in the province – conduct a systemic review of the school and make recommendations for change.

3.03.09 Surveys of Westview School Community

A. SURVEY OF STUDENTS FROM WESTVIEW SECONDARY SCHOOL:

***Abstract:** By late November 2007 the Panel had collected 870 completed questionnaires from students at Westview Centennial Secondary School. This sample represents 71.9% of the students who were attending the school during this time period. As was the case with the Jefferys students survey, the Panel survey of Westview students provides mixed, often contradictory results. For example, while most students claim that Westview has serious problems with gangs, violence, drug dealing and weapons, the majority of respondents also feel quite safe at their school. Furthermore, while at the same time acknowledging problems with criminality and poor student behaviour, many Westview students believe that their school has been unfairly labelled as dangerous or unsafe.*

Most Westview students feel that teachers and students get along at their school and that teachers genuinely care for their students. If anything, the data suggest that the relationship between students and faculty at Westview is somewhat more positive than student-teacher relationships at Jefferys. Nonetheless, the results also indicate that a large proportion of the Westview students who participated in the survey think that there are serious problems at their school with student disorder in the hallways, students who talk back and disrespect their teachers, unfair grading, unfair punishment and discrimination by teachers against students.

The results of the survey also indicate that, like their counterparts at Jefferys, a significant proportion of Westview students have been the victim of threats, physical assaults, theft, sexual assaults, gun threats and other types of crime – both inside and outside of school. Many Westview students also report that they are aware of guns and knives within the school environment and know students who have brought guns or knives to school. Although many students admit that they themselves have brought a knife to school, relatively few report that they have ever carried a gun. Further analysis indicates that much of the exposure to weapons at Westview is concentrated among former and current gang members.

Similar to the situation at C.W. Jefferys, the survey also found that the vast majority of Westview students will not talk to the police or school officials about crimes they have witnessed or their own victimization experiences. Reasons for not reporting include fear of the offenders, fear of the police, distrust of the police, fear of upsetting parents and the desire to avoid being labelled a “snitch”.

Westview students, as with Jefferys students, support a wide range of school safety initiatives. They are particularly supportive of increased

extra-curricular programming, increased counselling for troubled youth, the increased use of security cameras and increasing the presence of security staff (hall monitors) within the school environment. They are somewhat less supportive of initiatives like installing metal detectors, allowing the police to search student lockers and creating one way in and out of the school.

Finally, as with their counterparts from Jefferys, the survey of Westview students also found strong evidence that racism is a major concern – particularly for black students. Indeed, the majority of black students perceived racial bias with respect to grading and disciplinary practices and felt that teachers treated some students better than others. Many black students also perceive racism outside of the school environment.

Introduction

As discussed above, one of the main objectives of the School Community Safety Advisory Panel was to document the attitudes, opinions and experiences of the students at C.W. Jefferys Collegiate. However, during the Panel's initial consultations with teachers, parents, students and community members, it became clear that issues of school safety were not isolated at Jefferys. Indeed, many community members felt that, despite the shooting death of Jordan Manners, C.W. Jefferys Collegiate was actually the safest high school in the North-West quadrant. Thus, after a series of discussions with the Toronto District School Board, the Panel was given permission to survey students and staff at one other high school within the Jane-Finch corridor. The administration at Westview Secondary School subsequently agreed to participate in the Panel's investigation.

The purpose of the Westview student survey was twofold. First of all, the Panel wanted to determine whether the school safety issues uncovered by the C.W. Jefferys student survey were similar to or different from the issues experienced by students at other neighbourhood high schools. Secondly, the Panel wanted the opportunity to ask students more detailed questions about their exposure to guns at school and about their experiences with sexual assault.

At this time, it is important to note that, in the Fall of 2007, the Safety Panel also attempted to conduct a second student survey at C.W. Jefferys Collegiate. The proposed objective of the second Jefferys student survey was to ask the same, but more detailed questions about guns and sexual assault that had been developed for the Westview survey. (see discussion below) (Appendix "M" is the students' survey) By asking these more detailed questions, the Panel felt that it would have been able to "drill down" on the statistics produced by the first survey of Jefferys students (see above). A second C.W. Jefferys survey would also have given the Panel the opportunity to examine how C.W. Jefferys students were feeling at the start of new school year – several months after the tragic shooting at their school and after a new school administration had been appointed. Unfortunately, the Panel encountered several obstacles when it attempted to conduct a

second survey at Jefferys – including an uncooperative new Principal who did want the second survey to take place.

Methodology

The Panel research team entered Westview Secondary to administer the student survey on October 25th, 2007. Before classes began, the research team first conducted an information session with teachers and administrators. During this meeting, the research team explained the purpose of the survey, explained why Westview had been selected to participate in the Panel's investigation and provided information on how the data would be analyzed and reported. The teachers were also given explicit instructions on how they were to administer the questionnaire to their students, in class, during the second period (the period immediately before lunch). During the briefing meeting, the research team also explained that the staff at Westview would soon receive its own questionnaire to fill out. At the end of the session, staff members were given the opportunity to ask questions. It was during this discussion that several teachers indicated that they were apprehensive about the survey, that they felt Westview had been unfairly targeted for investigation and that they felt the survey would further exploit or stigmatize the adolescents who lived within the Jane-Finch community. The research team attempted to address these concerns by stressing the confidential nature of the questionnaire, the fact that students would be given the opportunity to discuss the positive things about their school and the possibility that the data collected from the survey could ultimately be used to make their school a safer place to work and learn.

As mentioned above, the questionnaire was administered to students – in class – during the second period. The survey was administered much like a test or exam. The students had approximately 70 minutes to complete the questionnaire. Each member of the research team was given responsibility for three or four different classes. These research assistants first helped to introduce the survey to the Westview students. They then circulated among their assigned classes and answered student questions as well as ensured that proper survey administration procedures were being followed by the teachers.

Both teachers and members of the research team supervised the administration of the survey. After a brief introduction that outlined the purpose of the study and the nature of the questions, students were given a copy of the questionnaire and a blank envelope. They were instructed not to put their names or other identifying information on either the questionnaire or the envelope. Before they began to answer the questionnaire, the students were informed that the survey was completely anonymous and that members of the research team would never be able to identify which student filled out which questionnaire. They were also told that they did not have to answer any questions that they did not wish to answer and that they could end their participation in the study, at any time, without consequences.

The students were then given an opportunity to ask any questions they had about the survey and told that if they had any questions while they were completing the survey that they should raise their hand and consult their teacher or a member of the research team.

Finally, the students were instructed to put their completed questionnaire into the envelope, seal the envelope and turn the questionnaire into a member of the research team. This procedure was designed to increase student confidence that nobody at the school (teachers, administrative staff or other students) would ever get the opportunity to read their answers and that nobody from the research team would examine their questionnaire until after they had left the school. It was felt that this procedure would ensure the students' privacy and subsequently increase the probability that they would answer the questions honestly. After collecting completed questionnaires, all surveys were handed over to Professor Wortley from the University of Toronto for data entry and data cleaning.

Sample Size

The administration informed the Panel that there were 1,209 students enrolled at Westview at the time of survey administration. The research team collected 1,003 sealed envelopes (containing the questionnaire) from students on October 25th, 2007. However, during the data entry stage, it was determined that 133 of these 1,003 questionnaires (13.3%) were unusable. These unusable questionnaires were either not completed at all, only partially completed or had not been filled out properly (i.e., the student had answered, "I don't know" to every question). After eliminating the unusable questionnaires, we were left with a final sample of 870 respondents. Thus, our survey was completed by approximately three-quarters of the students (71.9%) who were attending Westview in the Fall of 2007. We feel that this is a very acceptable response rate. Indeed, public opinion surveys, conducted by prestigious polling companies, rarely achieve response rates of higher than 70%.

Nonetheless, we must address the question of why we were not able to collect questionnaires from even more Westview students. First of all, it is possible that some students were absent from school on the day that the survey was administered. Others, we know, did not participate in the study because they were just learning English and could not easily follow the questionnaire. We must also consider the possibility that some students may have made their own decisions not to participate in the study. They may, for example, have felt uncomfortable with the nature of the questions or were perhaps doubtful that the questionnaire was truly anonymous. Unfortunately, the research team did notice that some students were persuaded by their teachers not to participate. For example, one teacher gave his class a choice – fill out the questionnaire or play dodge ball. Not surprisingly, most students in this class opted for dodge ball. Another teacher apparently stood in front of her class and told her students that she did not agree with the Panel's investigation and that the results of the study could further hurt or stigmatize the students from Westview. According to our research assistant, as a result of this statement, several students in this class decided not to fill out the questionnaire. Fortunately, the vast majority of the teachers at Westview fully cooperated with the research team. For the most part, students completed the questionnaire, during class-time, in a quiet and orderly fashion. Thus, with few exceptions, we are grateful to the teachers at Westview for their assistance with this study.

Sample Description

Table One provides a basic demographic profile of our sample of Westview students. Males and females are equally represented (51% male, 49% female). All Grades are well represented. Approximately 24% of the respondents are in Grade 9, 22% are in Grade 10, 21% are in Grade 11 and 33% are in Grade 12. Forty percent of the sample (41%) were born outside of Canada and 39% have a first language other than English. All age groups are well-represented. However, we are a little concerned at the high number of students (33%) who identified themselves as 14 years of age or younger, especially since some of these students also indicated that they were in Grade 11 or Grade 12. We suspect that some students were uncomfortable giving their exact age because they felt that it could be used to identify them at a later date. This suspicion was confirmed by the comments made by some students after completing the questionnaire. These students stated that while they could understand the need for questions about school safety, they were unsure why we needed to ask about their age or other personal information.

Consistent with the school's profile, the student sample from Westview is very diverse with respect to both race and religion. Over a third of the survey respondents (37%) self-identified as black or African Canadian, 20% as Asian, 23% as South Asian, and 15% come from "other" racial minority backgrounds (including a large number of multi-racial individuals) and 3% self-identified as West Asian. Only twenty-five students (3%) self-identified as White. Similarly, 16% of the sample identified themselves as Muslim, 15% as Hindu, 15% as Buddhist and 34% as Christian. One out of ten respondents claimed that they did not have a religion.

The data (see Table 1) also indicates that a large proportion of Jefferys' students come from a disadvantaged social background. For example, a third of the sample (33%) currently lives with only one parent (usually their mother). Only 56% reside with both parents. Furthermore, one out of every four students in the sample (28%) indicated that they currently reside in a public housing project. Similarly, 25% of the Westview student respondents consider themselves to be poor or very poor. Nonetheless, it should be noted that, despite their relatively disadvantaged status, 70% of the students in the sample plan to graduate high school and attend either university (53%) or community college (17%).

In summary, we feel that the characteristics of our Westview student respondents are consistent with the characteristics of the larger student population at Westview. This conclusion is bolstered by a comparison of our sample with the sample of Westview students produced by the 2006 Toronto District School Board Census (see Yau and O'Reilly 2007). For example, in the School Board Census, 39% of Westview students self-identified as black, compared to 37% of our respondents. Similarly, according to the Census results, 29% of Westview students are South Asian and 20% are Asian.⁹ By comparison, 23% of our sample of Westview students are South Asian¹⁰ and 20% self-identified as Asian. Both the Census and our survey results indicate that relatively few

⁹ The Asian category includes those of East Asian (Chinese, Korean, etc.) and South-East Asian (Vietnamese, Cambodian, etc.) backgrounds.

¹⁰ The South Asian category includes South Asians and those with a Indo-Caribbean background (mainly from Guyana).

white students attend this school (3% according to the Census and 3% according to our survey).

Perceptions of Neighbourhood Crime

We asked our student respondents from Westview about the level of crime in their neighbourhood or community. (see Table 1) The results suggest that Westview students live in more crime-prone communities than the students at Jefferys. For example, 39% of Westview students feel that they live in a neighbourhood with a lot of crime, compared to only 20% of Jefferys students. Gang activity appears to be a particular source of concern. Almost half of Westview students (45%) indicate that gangs are a big or very big problem in their neighbourhood, compared to only 31% of Jefferys students. Similarly, only 7% of Westview students report that gangs are not a problem at all in their neighbourhood, compared to 17% of Jefferys students. Westview students are also much more likely than Jefferys students to report that they often hear gunshots in their neighbourhood. For example, 43% of Westview students report that they hear gunshots at least once per month, compared to only 18% of Jefferys students. Similarly, 16% of Westview students report that they hear gunshots in their neighbourhood at least once per week, compared to only 6% of Jefferys students.

Nonetheless, although Westview students are more likely to report that they live in high crime communities, self-reported gang involvement is remarkably similar at both schools. For example, 21% of Westview students admit that they have been the member of a gang at some point in their life, compared to 19% of Jefferys students. Furthermore, Westview students (10%) are only slightly more likely than Jefferys students (7%) to admit that they are currently the member of a gang. However, almost half of Westview students (48%) report that they are friends with at least one gang member, compared to 41% of Jefferys students. Westview students (21%) are also more likely than Jefferys students (14%) to report that they know many gang members.

Racial Differences in Student Backgrounds

As discussed above, Westview is a very diverse high school consisting of students from a variety of different racial and ethnic backgrounds. Further analysis reveals significant differences in the demographic and neighbourhood characteristics of students from different racial backgrounds (see Table 2). For example, South Asian (53%) and West Asian students (81%) are much more likely to report that they were born outside of Canada than students from other racial backgrounds. Similarly, South Asian, Asian and West Asian students are more likely to report English-as-a-Second-Language than Black students.

Other results strongly suggest that, in general, the Black students at Westview come from more socially disadvantaged backgrounds than students from other racial minority groups. For example, only 40% of Black respondents claim that they live with both parents, compared to 85% of West Asian students, 77% of South Asian students and 60% of Asian students. Similarly, 45% of Black students report that they live in a housing project, compared to 15% of South Asians, 15% of Asians and 21% of West Asians. Finally, Black students, White students and Asian students are somewhat more likely to

report both current and former gang involvement than students from other racial groups. Compared to students from other racial groups, Black students, Asian students and White students are also more likely to report that they have friends who are current gang members.

TABLE 1:
Respondent and Neighbourhood Characteristics (Westview Student Survey)

Characteristics	Number of Students	Percent of Students
<i>Gender</i>		
Male	438	50.6
Female	427	49.4
<i>Age</i>		
14 years of age or younger	282	32.6
15 years of age	156	18.0
16 years of age	163	18.8
17 years of age	170	19.6
18 years of age	72	8.3
19 years of age or older	23	2.7
<i>Racial Background</i>		
Black	314	36.9
South Asian	192	22.6
Asian	167	19.6
West Asian	27	3.2
White	25	2.9
Other	125	14.7
<i>Current Grade</i>		
Grade 9	208	24.0
Grade 10	192	22.1
Grade 11	178	20.5
Grade 12	290	33.4
<i>Place of Birth</i>		
Canada	500	58.5
Outside of Canada	355	41.5
<i>First Language</i>		
English	526	61.4
Other Language	331	38.6
<i>Family Situation</i>		
Lives with both parents	486	56.4
Lives with mom only	260	30.2
Lives with dad only	28	3.2
Other living situation	88	10.2
<i>Type of Community</i>		
Very poor or poor	216	25.2
Average or middle-class	465	47.2
Above average or wealthy	50	5.8
Don't know	187	21.8
<i>Educational Goals</i>		
Drop out before graduation	6	0.7
Graduate high school	178	20.6
Community college	148	17.1
University	459	53.2
Other	22	2.5
Don't know yet	50	5.8

Sample Size=870

TABLE 1 (continued):
Respondent and Neighbourhood Characteristics (Westview Student Survey)

Characteristics	Number of Students	Percent of Students
<i>Religion</i>		
No religion	91	10.5
Muslim	139	16.0
Hindu	133	15.3
Bhuddist	130	14.9
Christian	292	33.6
Other/not specified	85	9.8
<i>Type of Residence</i>		
Lives in a housing project	238	28.3
Other rented or owned residence	289	34.4
Don't know	313	37.3
<i>Level of Crime in Community</i>		
No crime	39	4.5
A little crime	127	14.8
An average amount of crime	273	31.8
A lot of crime	333	38.8
Don't know	86	10.0
<i>Gang Presence in Community</i>		
A very big problem	214	24.8
A big problem	172	20.0
A problem	231	26.8
A small problem	113	13.1
Not a problem at all	61	7.1
Don't know	71	8.2
<i>How Frequently Students Hear Gun Shots in Their Community</i>		
Never	130	15.1
Almost Never	149	17.3
A few times a year	99	11.5
At least once a month	230	26.7
At least once a week	138	16.0
Don't know	116	13.5
<i>Gang Involvement</i>		
Never in a Gang	687	79.0
Used to be in a gang	93	10.7
Currently in a gang	39	4.5
Refused to answer	51	5.9
<i>Contact with Gang Members</i>		
Does not know any gang members	301	34.6
Knows 1 or 2 gang members	128	14.7
Knows several gang members	108	12.4
Knows many gang members	183	21.0
Not sure if knows gang members	102	11.7
Refused to answer	48	5.5

Sample Size=870

TABLE 2:
Racial Differences in Respondents' Personal and
Community Characteristics (Westview Student Survey)

Characteristic	Black	South Asian	Asian	West Asian	White	Other
% Born Outside of Canada	45.1	52.9	17.0	80.8	36.0	40.0
% with English as 1 st language	82.4	61.4	27.4	11.1	20.8	70.8
% who live with both parents	40.2	77.5	59.3	85.2	52.0	56.0
% who live with their mother only	43.1	14.1	28.1	11.1	20.0	31.2
% who live in a poor community	31.6	17.8	26.5	11.1	36.0	20.3
% who live in a housing project	45.4	15.3	14.7	20.8	20.0	26.3
% who plan to go to university	50.0	67.7	52.1	69.2	28.0	43.9
% who feel that there is a lot of crime in their community	43.9	35.1	31.1	52.0	48.0	38.0
% who have ever been the member of a gang	19.1	12.0	17.9	14.3	24.0	12.0
% who claim that they are currently the member of a gang	6.5	2.2	4.9	0.0	4.0	5.1
% who claim that they know at least one or two gang members	63.4	38.8	66.9	42.9	88.0	63.2
Sample Size	314	192	167	27	25	125

STUDENT PERCEPTIONS OF PROBLEMS AT SCHOOL

The survey began by exploring the respondents' general perceptions of specific problems or issues that *may* or *may not* exist at Westview Centennial Secondary. We first provided the students with a list of issues that sometimes take place within Canadian high schools. We then asked them to indicate whether they thought these issues were a problem at C.W. Jefferys or not. Response options ranged from "A very serious problem" to "Not a problem at all." The specific problems identified in the survey were informed by our initial consultations with student and teacher stakeholders at C.W. Jefferys (discussed in a previous section of this report). However, other items were extracted from previous student surveys conducted in Canada and the United States. The results (see Table 3 and Figure 1) indicate that:

- Seven out of ten (69%) respondents report that students who steal things from other students represent a serious (36%) or very serious problem (33%) at Westview.
- Two thirds of all students (67%) believe that bullying is a serious (27%) or very serious problem (40%) at Westview.
- Two thirds of Westview students (63%) also believe that fighting between students is a serious (32%) or very serious (31%) problem at their school.

- Six out of every ten Westview students (59%) report that gangs are a serious (34%) or very serious problem (25%) at their school. We also asked the respondents if they could identify the names of the gangs that were at their school. The vast majority of respondents simply replied: “The Bloods and the Crips.”
- Six out of every ten Westview students (58%) also believe that students who bring weapons to school are a serious (16%) or very serious problem (42%) at their school.
- Westview students are also concerned with gossip. Over half of the respondents (54%) report that students who gossip or spread rumours about other students are a serious (28%) or very serious problem (27%) at their school. An additional 29% report that gossip is a small problem.
- Over half of Westview students also report that both drug use (54%) and drug trafficking (52%) are serious or very serious problems at their school. By contrast, very few students (less than 10% of the sample) report that drug use and drug dealing are not problems at all at Westview.
- Over half of the students (51%) concede that students who talk back to teachers are a serious or very serious problem at Westview. An additional 36% think that students who talk back are a small problem.
- Almost half of Westview students (48%) report that teachers who don’t listen to students are a serious or very serious problem at their school. An additional 25% of students think that teachers who don’t listen are a small problem.
- Almost half of Westview students (45%) feel that racial discrimination by teachers against students is a serious or very serious problem at their school. An additional 15% think that teacher racism is a small problem. Less than one-fourth of the student respondents (23%) believe that discrimination is not a problem at all.
- Four out of every ten students (41%) report that teachers who don’t care about students are a serious or very serious problem at Westview. Only 23% think uncaring teachers are not a problem at all at their school.
- Four out of every ten Westview students (40%) think that the unfair punishment of students is a serious or very serious problem at their school. Less than 20% of respondents (18%) perceive that unfair punishment is not a problem at all.’
- Finally, only a third of Westview students (34%) believe that unfair grading is a serious or very serious problem at their school. However, an additional 36% believe that unfair grading is a small problem. Only 21% of the sample feel that unfair grading is not a problem at all.

Further analysis reveals that Westview students are somewhat more likely than Jefferys students to perceive various crime problems at their school. For example, 59% of Westview students report that gangs are a serious or very serious problem at their school, compared to only 46% of Jefferys students. Similarly, 63% of Westview students feel that fighting is a serious or very serious problem at their school, compared to 55% of Jefferys students. Compared to Jefferys students, Westview students are also slightly more likely to perceive that bullying (67% vs. 60%) and drug trafficking (52% vs. 47%) are serious problems at their school. Nonetheless, Westview and Jefferys students are just as likely to perceive that theft, drug use and weapons are serious problems at their school.

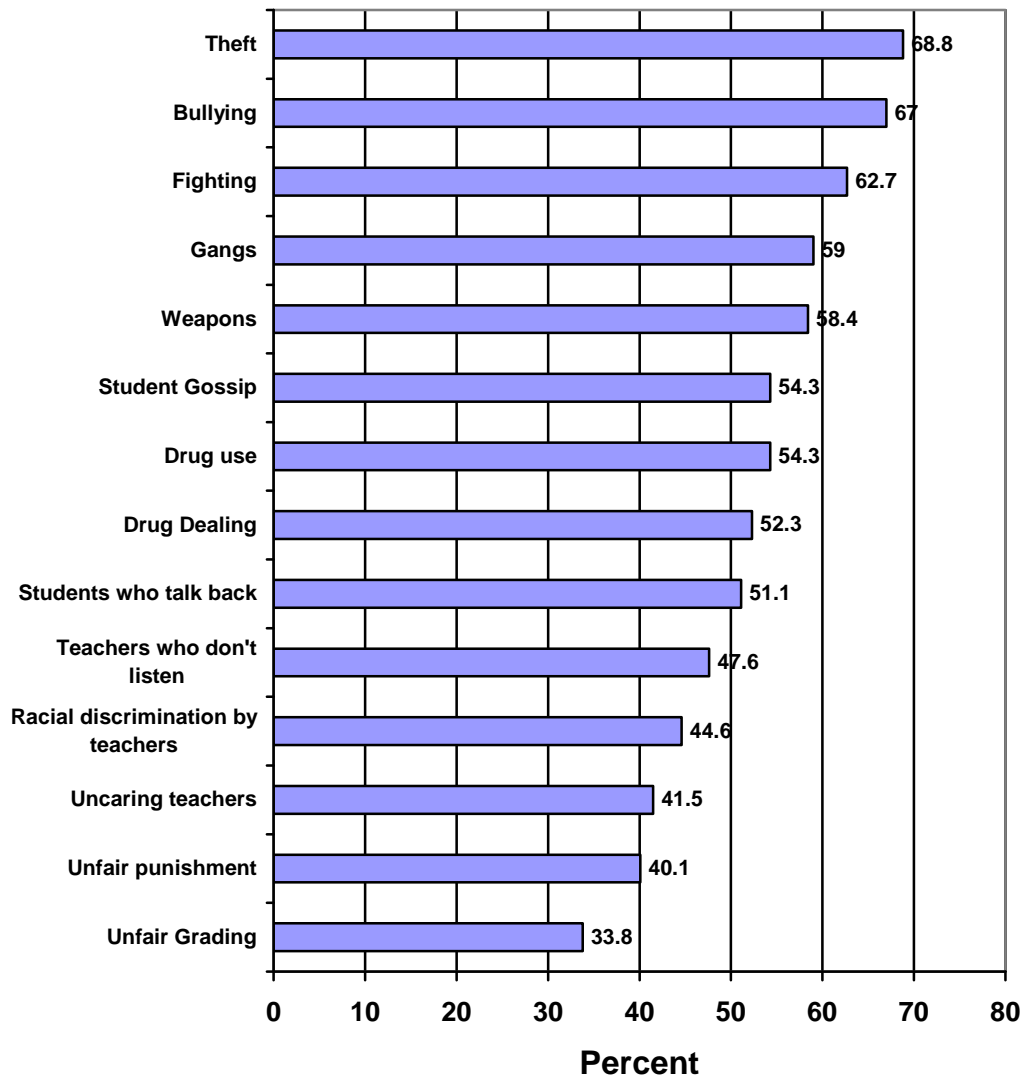
Finally, although the findings suggest that Westview students are somewhat more likely to perceive that certain criminal behaviours are problems at their school, Jefferys students are more likely to report problems with teachers who don't listen to students (57% vs. 48%), unfair grading (44% vs. 34%) and uncaring teachers (49% vs. 41%). All other differences between Jefferys and Westview students do not reach statistical significance.

TABLE 3:
Percent of Westview Students Who Feel that Various Issues are a Problem at Their School

TYPE OF PROBLEM	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem At All	Don't Know
Students who bring weapons to school.	42.4	16.0	17.0	9.7	14.9
Students who steal things from other students.	36.0	32.8	19.4	5.3	6.6
Students who pick-on or bully other students.	40.2	26.8	20.5	5.1	7.5
Racial discrimination by teachers against students.	28.6	16.0	15.2	22.8	17.3
Teachers who don't listen to what students have to say.	25.8	21.8	25.3	17.1	10.0
Students who try to sell drugs to other students.	32.8	19.5	20.1	9.9	17.6
Fighting between students.	32.1	30.6	27.3	3.8	6.1
Teachers who do not care about students.	22.8	18.7	24.4	22.6	11.5
Students who talk back to teachers.	21.2	30.3	36.4	7.7	4.4
Students who gossip or spread rumours about others.	26.8	27.6	29.9	7.5	8.2
Students who use illegal drugs at school.	27.4	26.9	26.4	7.5	11.8
Teachers who punish students for no good reason.	20.4	19.3	28.5	18.4	13.4
Teachers who mark too hard.	15.2	18.6	36.1	20.6	9.6
Youth Gangs.	25.0	34.0	26.0	5.3	9.2

Sample Size=870

FIGURE 1: Percent of Westview Students Who Feel that Specific Issues are a "Very Serious" or "Serious" Problem at Their School



The 2nd strategy that we used to identify potential problems at Westview Secondary was to present our student respondents with a series of statements about their school and ask them whether they agreed or disagreed with each of these statements. Response options ranged from “strongly agree” to “strongly disagree.” Responses to these questions are presented in Table 4 and Figure 2. The results indicate that:

- Over three-quarters of Westview students (76%) agree that many students at their school do not respect their teachers.

- Similarly, seven out of every ten Westview students (72%) agree that some students at their school won't obey their teachers.
- Seventy-one percent of the Westview students who participated in the survey also agree that students at their school often hang out in the halls and make noise when classes are on.
- Almost seventy percent of Westview students (68%) agree that outsiders (people who are not students) often come to their school to hang out. However, only 34% report that outsiders often come to their school to "cause trouble" and only 17% report that outsiders often come to their school to sell drugs. Thus, although many Westview students feel that drug dealing is a serious problem at their school (see discussion above), relatively few respondents believe that outsiders cause this problem.
- Over half of the Westview students (54%) agree that some teachers at their school do not know how to talk to their students. However, almost one-third of the sample (29%) disagree with this statement.
- It should be stressed that the findings are not all negative. Indeed, two-thirds of Westview students (66%) agree or strongly agree that the teachers at Westview care about what happens to their students. By contrast, only 18% of the sample disagreed with this statement.
- Similarly, 62% of the Westview students who participated in the survey agree or strongly agree that most of the teachers and students at their school get along. Nonetheless, one out of every five students (22%) disagrees with this statement.
- Only 19% of Westview students agree that, in general, the teachers at their school do not respect their students. By contrast, over two-thirds of the respondents disagree with this statement.
- Finally, half of the sample agrees that teachers at their school treat everyone fairly. However, it should be noted that over one third of the student respondents from Westview (38%) disagree with this statement.

In general, the respondents from Westview and Jefferys responded to this line of questioning in a very similar fashion. However, Jefferys students (40%) were somewhat more likely than Westview students (34%) to feel that outsiders often come to their school to cause trouble. The data also suggest that the quality of teacher-student relationships may be slightly higher at Westview than Jefferys. For example, a third of Jefferys students (31%) agree that many teachers at their school do not respect their students, compared to only 19% of Westview students. Similarly, half of the Westview respondents (50%) believe that teachers at their school treat everyone fairly, compared to

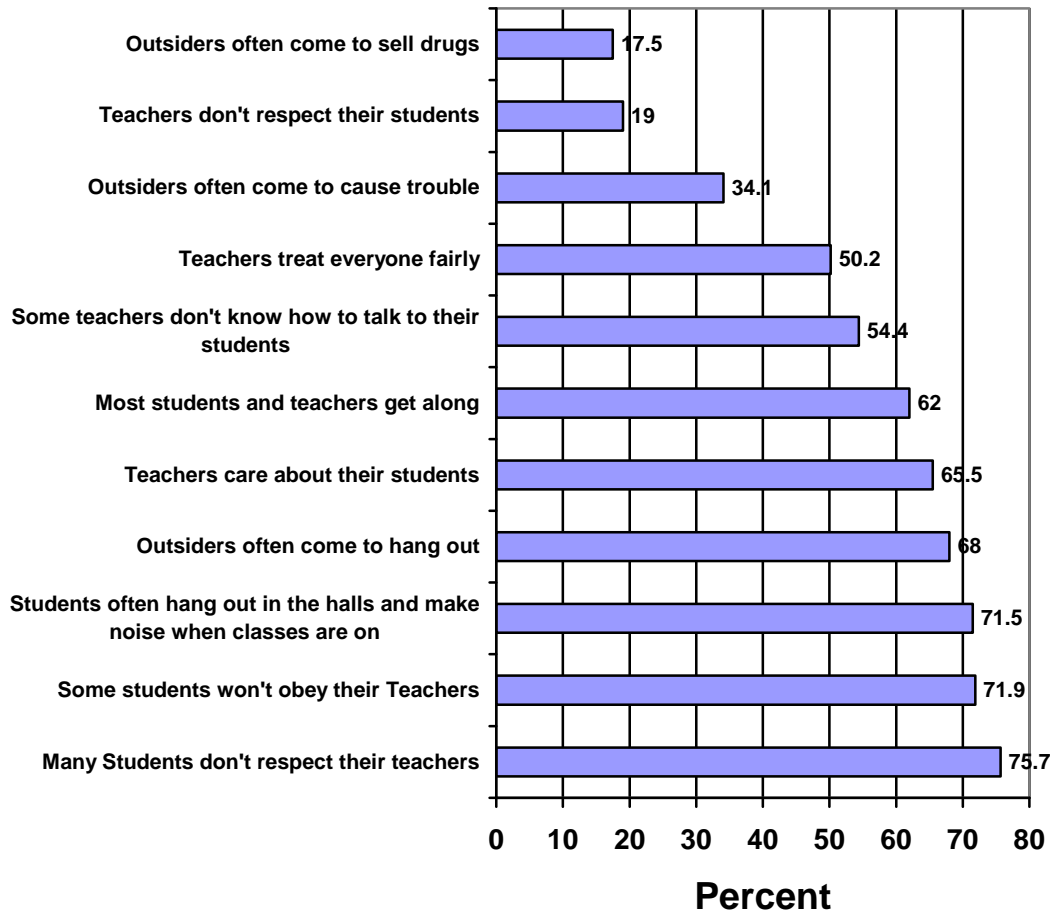
43% of Jefferys students. Finally, 62% of Westview students agree that students and teachers get along at their school, compared to 56% of Jefferys students. All other differences in how students from the two schools responded to these questions were less than 5 percentage points.

TABLE 4:
Percent of Westview Students Who Agree or Disagree with Various Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
There are many students at my school who do not respect their teachers.	35.0	40.7	10.2	4.4	9.7
Students often hang out in the halls and make noise when classes are one.	21.0	50.5	17.2	4.6	6.7
People from outside my school often come to visit their friends and hang out.	21.8	46.2	11.7	3.6	16.7
Some students at my school just won't do what the teachers tell them to do.	21.9	50.0	10.8	3.1	14.2
Some teachers at my school do not know how to talk to their students.	15.8	38.6	21.9	6.9	16.6
The teachers at my school care about what happens to the students.	25.4	40.1	11.4	6.7	16.3
Most of the students and teachers at my school get along.	17.2	44.8	16.7	5.6	15.8
People from outside my school often come to the school to cause trouble.	8.4	25.7	32.2	10.7	23.0
Teachers at my school treat everyone fairly.	15.3	34.9	28.1	9.7	12.1
People from outside my school often come to sell drugs at my school.	5.0	12.5	23.4	15.4	43.7
In general, the teachers at my school don't respect the students.	5.3	13.7	48.0	18.9	14.1

Sample Size=870

FIGURE 2:
Percent of Westview Students Who "Agree" or
"Strongly Agree" with Various Statements About Their
School



The third strategy that we used to identify potential problems at Westview Centennial Secondary School was to ask our student respondents how frequently they thought certain behaviours or activities occurred at their school. Response options ranged from “Almost every day” to “Never or almost never.” As with Jefferys, the results strongly suggest that hallway disorder and students who talk back to teachers are the most commonly occurring problems at Westview (see Table 5 and Figure 3).

- Seven out of every ten Westview students (69%) report that “students make noise in the hallways during class time” at least once per week at their school. In fact, half of Westview respondents (49%) report that students make noise in the halls almost every day.

- Almost two-thirds of student respondents from Westview (62%) report that students talk back to teachers at their school at least once per week. In fact, over a third of the sample (37%) claim that students talk back to teachers almost every day.
- Over a third of the students surveyed (38%) indicate that bullying takes place at their school at least once per week. One out of ten Westview students (11%) claims that bullying takes place at their school almost every day.
- Three out of every ten respondents (30%) report that fights take place at Westview at least once per week. An additional 30% indicate that fights take place at their school at least once per month. One out of ten Westview students claims that fights occur every day.
- Over a quarter of all Westview students (28%) claim that drug dealing takes place at their school at least once per week. In fact, one out of every five students (20%) claims that drug dealing takes place at Westview almost every day. It is interesting to note, however, that over half the sample (52%) apparently do not know how often drug trafficking takes place at their school. Thus, although many students feel that drug dealing is a problem, the majority are unaware of how frequently it takes place.
- Approximately one-fourth of all Westview students (28%) feel that teachers treat students unfairly at least once per week. An additional 13% claim that students are treated unfairly by teachers at least once per month. However, a significant proportion of students do not think that unfair treatment is common. Indeed, one out of five Westview students (21%) believe that unfair treatment of students by teachers never or almost never occurs at their school. An additional 30% are unsure how frequently unfair treatment occurs.
- Consistent with the results pertaining to teacher treatment, one fourth of the respondents from Westview (27%) feel that students are unfairly punished at least once per week. On the other hand, 19% of students feel that unfair punishment almost never occurs at their school. Interestingly, over a third of respondents do not know how frequently unfair punishment occurs.
- Finally, one out of every five Westview students (20%) reports that students bring weapons to school at least once per week. In fact, one out of every eight respondents (13%) feels that students bring weapons to school almost every day. Nonetheless, over half of the respondents who participated in the survey (55%) claim that they do not know how often students carry weapons to school. This finding suggests that most students are not directly exposed to weapons at school on a regular basis.

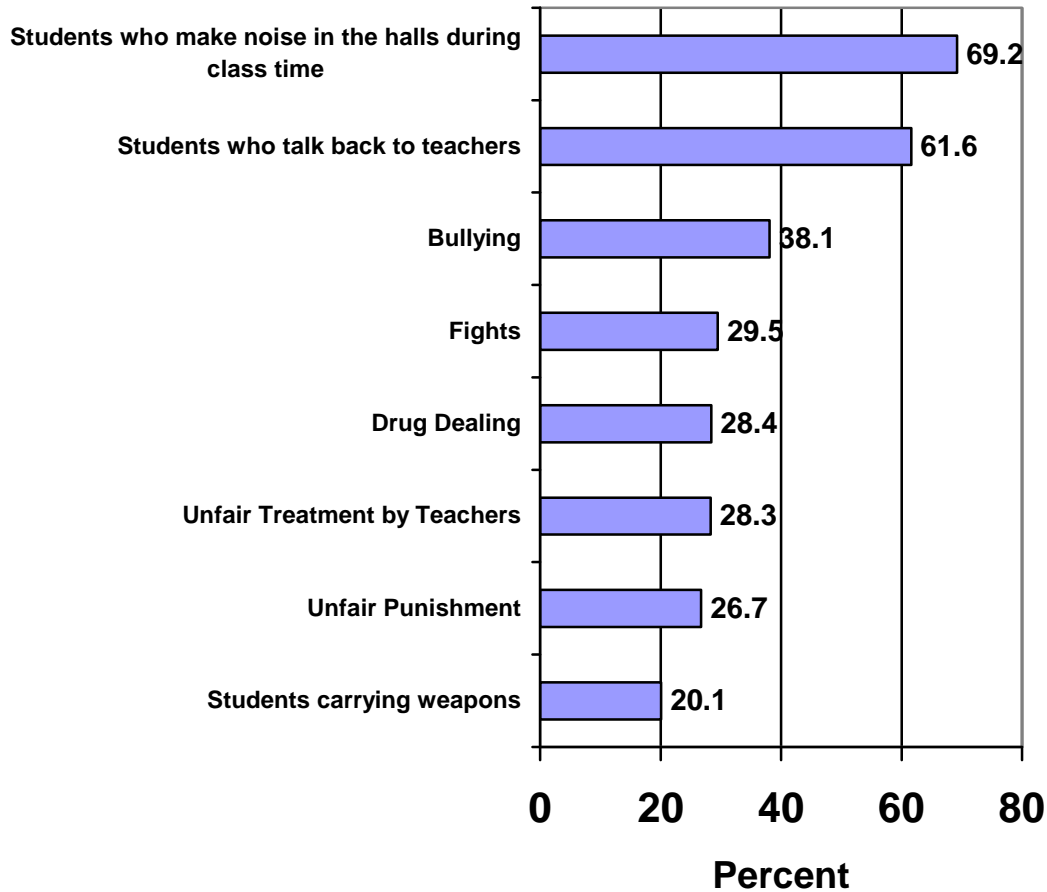
Once again, further analysis reveals that certain crimes may be slightly more prevalent at Westview than at C.W. Jefferys. For example, 30% of Westview students claim that fights take place at their school at least once per week, compared to only 17% of Jefferys students. Similarly, 38% of Westview students report that bullying occurs at their school at least once per week, compared to 30% of Jefferys students. Finally, 20% of Westview students report that drug dealing takes place at their school at least once per week, compared to 15% of Jefferys students. However, compared to Westview students, Jefferys students are somewhat more likely to perceive that unfair teacher treatment occurs weekly at their school (36% vs. 28%). All other differences between Westview and Jefferys students are minimal. For example, identical proportions of Westview and Jefferys students (62% for both schools) perceive that students talk back to teachers once per week or more.

TABLE 5:
Westview Students' Perceptions About How Frequently
Specific Activities Take Place at Their School

ACTIVITY	Almost Every Day	At Least Once per Week	At Least Once per Month	A Few Times a Year	Never Or Almost Never	Don't Know
How often do students hang out in the halls and make noise while classes are on?	48.8	20.4	7.2	3.1	8.4	12.2
How often do students talk back or act rudely to teachers?	36.6	25.0	9.1	5.8	5.3	18.2
How often do teachers treat students unfairly?	10.8	17.5	12.8	7.6	21.5	29.9
How often do students get picked on or bullied?	23.1	15.0	12.0	10.1	10.6	29.1
How often are students punished unfairly?	10.8	15.9	11.0	8.6	18.7	35.2
How often do students sell drugs?	20.2	8.2	4.5	3.7	11.3	52.1
How often do students bring weapons to school?	13.0	7.1	5.9	4.8	14.4	54.7
How often do students get into fights?	9.5	20.0	29.6	21.2	6.0	13.6

Sample Size=870

FIGURE 3: Percent of Westview Students Who Feel That Certain Activities Take Place at Their School Once per Week or More



Other Problems

We concluded this section of the student questionnaire by asking our respondents: “Are there any other problems at your school that you have not told us about? If there are other problems -- please tell us about them.” A text box was then provided for the students to write in their answers. The data retrieved from this question are quite rich and capture the students’ experiences with violence and other problems at school. A number of different themes emerged by allowing the students to describe their situation in their own words. To begin with, a large number of students complained that both fighting and bullying are major problems at their school. The following comments are typical:¹¹

¹¹ Please note that student comments have been edited for spelling. However, for the most part, sentence structure and grammar have remained untouched.

The Reader is advised that the next several pages contain direct comments from students completing the Westview Centennial Secondary School survey. Student remarks have not been edited for profane, racist, sexist or culturally-negative content; the remarks appear as stated by the youth.

A lot of kids get pick on and bully. Need more clubs so some bad kids can get involved and stop bullying.

In school there are a lot of fights. I had a similar incident. I was just fooling around reminding this guy how he lied to everyone about his racial background. I didn't touch him at all but he got mad and wanted to fight so he pushed me. Then I got really mad. Even my best friend encouraged me to fight.

Stop all these nonsense like bullying, fights, and students giving a hard time in school.

Basically, I think bullying is a big issue, especially during lunch at the back of the school.

Bullying, bad behaviour, students talking crap, hitting you with weapons.

Gang fights, bullying, drugs, weed.

Getting rushed or picked on at the back of the school (fights/stealing).

Grade nines are being bullied.

I want to go to university but I don't think I will make it because there are too many people who want to fight me. I live in the same area with them.

In September, on one day there were about 3 fights on that one day. Police attended the school and students were arrested. Within that week 2 stretchers came into the school for 2 students. One student was injured another fainted.

Kids smoking on school property, ganging up on students, it needs to stop!

My name is (name withheld). I may ask you to help me as I have been bullied and it is as it is.

People fights one guy with a gang and beat him till he bleeds and the student punches other in the face for no reason.

People who skip, people who cheat & people who threaten you.

Students are bullied. Teachers do nothing. Need help at school and on streets.

Students bully and they steal and get into fights.

Students encourage violence. Many students have not respect for others.

Students stealing from other students and beating them up for no reason.

There are black students and Asian students that hang out by the 2 doors beside the parking lot that bully students.

When there is a fight no one calls anyone so they beat up each other till blood comes.

Some Westview respondents highlighted the fact that bullying was often done to extort money or other goods from students. Other students claimed that robbery was a major problem at their school. The following quotes highlight this issue:

A lot of students bully other kids. They robbed them, steal things from them and they need to get punished.

People bully us and take our money sometimes, and you're only safe from bad people if: 1) you know one, or 2) you are a bad person.

People from outside school can rob kids or harass them outside school property during lunch or after school.

People like to know other people's business and bully other people for money.

People pick on other people to get money or to start a fight.

Some students get beaten by black guys if they refuse to give their stuff to them.

The school authority never gave proper attention to a student who is robbed and beaten up by gangs and school students. Not even police.

At the plaza across the street, people always try to take money from us. They try to take our money.

Extortion - people taking away your money. Threats.

Getting robbed for money and for personal items.

People always asking and threatening you for money.

People always asking for quarters or dollars – they threaten to beat you up if you don't give them money.

People from outside school can rob kids or harass them outside school property during lunch or after school.

People trying to steal money from people. If they don't give they beat them up.

Robbing the students by other students.

These guys with big pants and shirts ask us for money (bullying).

A number of students expressed the opinion that youth gangs were the source of a

great deal of the violence and intimidation at Westview.

There are problems with gang fights, bullying, drugs, weed.

Gangs run the place now. Teachers are tough and try to rule the regular students cause they are too afraid of the gang guys.

Got to be in a click or a gang to be popular or your just gonna get fucked up.

My school caters to the needs of students but walking through the hall I get the feeling of uneasiness. There are too many groups and gang individuals who want to hurt people.

There's always students in gangs at the stairway. I don't know what there doing, maybe they skip classes. Some students in gangs smoke outside like where we buy lunch or right next to the school.

At our school there is a Bloods hallway and Crips hallway. There's always students there watching out there hallway. I know there is cameras but it seems that it doesn't help.

There are gangs.

There is a lot of gang violence around. People just hate each other.

Too many gangs in the school.

Too many reds walking around ripping a hood as they look at it. And since there are so many people who adopt the Blood and Crip culture it leads to a lot of acts of violence. Perhaps finding a way to stop the community gang thing where if you live in a certain area you belong to a stupid gang. Stoppin the ignorance could change it all but that 's a very hard task.

School shouldn't be housed like a locked up territory with one gang on this side and another gang around the corner. We the students must feel safe, not afraid, such as not bringing you iPod or phones to school cause they will get ripped off! Those are our things not their own because they can't afford there own.

Drug use and drug dealing were other problems commonly identified by our student respondents from Westview. The following quotes are typical:

A lot of people in my school smoke cigarettes and weed. That really bothers me because I can tell by the way they smell.

All the drugs should be banned!

At times, the area by the shops will smell of what I assume is weed.

During classes, students hang out and play games with money across the street and are always smoking drugs.

Grade nines smoking weed in the morning and after school.

I just got to say there are good people and bad people in this world and people are changing for the better. Bullys don't pick on people as much anymore. Everyone is getting better but, there are still people out there alot of us has friends that do drugs but it normal now. They get high to take away the misery and it ain't our fault. We have problems and don't now how to handle them.

I see students smoking weed because of that everyone saying Westview is a bad school.

In school some students smoke and sell drugs to other students.

People selling drugs behind the school. Underage teenagers smoking near the swimming pool area.

People smoking on school property and teachers do nothing even if they see them.

Some students do drugs in the back of the school.

Students smoking weed around the school property.

Taking drugs around the school.

Teachers and principals punish students for stupidity but yet they don't see how they do drugs around the school and sell drugs. But yet they suspend them for skipping schools or swearing. Bullshit!

Some student smoke weed or just come to school and not being in class.

There's a group of people always hanging at the back door outside of school. They don't seem to get to class and most of the times they're smoking weed.

Too much weed smokers. The weed gives them the mentality to drop out and to cause chaos to our school. Stop the weed from being passed through and kick out all the students that hang out across the street.

Too much drugs are being sold across the street. Students from other schools should be banned from entering Westview.

A few students also highlighted both sexual assault and sexual harassment as problems at Westview:

There is a problem with rape.

I got raped.

A lot of the boys grab or touch the girls when they don't want to be touched and where they don't want to be touched.

Girls are being forced into corners from young teen boys.

I don't know if this is really a problem, but when the boys stand up in the hallways, trying to "get" with the girl or staring them down.

People put condoms on my lock.

Girls that are being harassed in the hallways by people.

Stalking is a big problem in this school.

While some students complained about sexual assault or harassment, others reported that consensual sexual acts between students were becoming a problem at Westview. The following comments illustrate this point of view:

Students having sex in the school is disgusting.

People are having sex in the halls, in the stairs and in the empty classes.

Some students have sex in the classrooms when their empty.

Students have sex in the hallways or in the staircases.

While some students mention particular problems with crime or violence, others highlighted general school safety as an issue. Many of these students felt that safety measures (including security cameras) had to be improved or that school discipline had to be increased. The following comments are typical:

We need better surveillance.

Cameras are a problem here. Do they even work?

A lot of people in my school and my community also in my neighbourhood are always killing snitchers. So please try your best to help the people who aren't safe like me.

Cameras are a problem. They don't work.

I feel too scared at school too scared to bring valuables to school.

Outside the school is not safe for students who walk home from school.

Somebody should review the surveillance cameras because things happen.

The most important problem at my school is that there is no safety at all. Almost everyday there are people selling drugs, stealing, fights and there is no one there to see what's going on except for us students. Also the school is too lenient allowing students to come back which are kicked out. I think the school should be more strict toward these problem students instead of worrying about the small things that happen like uniforms and etc.

The problem that I see at Westview is that there are no cameras where most of this "bad/illegal" stuff occurs. The back of the school near the parking lot is usually where it all goes down. There are like two cameras

only pointing at the door, pretty useless if you ask me. There are also people shooting paintballs. One time I came out of the doors and all I seen was pink dots all over about 50 cars!

Proper security surveillance should be installed to make students feel and know they are truly SAFE!

Too much violence and very dangerous.

We don't have enough protection at least two officers are needed at the beginning of school and at lunch and after school.

While some students highlighted specific problems with school safety – including violence, robbery, drugs and inappropriate sexual activity - others focused on the general attitudes of Westview students towards the educational system. Many respondents suggested, for example, that there are problems with skipping classes and with the students talking back to or disrespecting teachers. The following quotes are typical.

I have a problem when the students talk back to the teachers.

People at my school skip classes.

People who skip.

Some students don't give any importance to their education.

Students get angry when they get in trouble by school staff and does vandalism on doors and garbage cans.

Students not taking school serious. Skipping classes, not completing work, not studying.

Students skipping consistently.

Students who are just not pushed hard enough to accomplish goals.

Talking back to teachers have to stop.

The amount of kids skipping class.

The only question I would ask is why are kids skipping class and not doing their work?

Also, skipping classes is an issue for a number of students. It seems like they won't get anywhere perhaps because they simply do not care about their education and/or because they are lazy.

The students do not care much about the school. Only a few students really care about the reputation of the school.

Very disrespectful students, not only to the teachers.

We have students that are just there for hanging out instead of doing the work. Tell principal to do something. School is not a hanging out area. Principal should do something with those kids that are just here for fun.

Well the biggest problem is that the Principal really don't know what to do about those rude students.

It should be stressed, however, that not all students focussed on the behaviour or actions of fellow students. In fact, many students felt that the behaviour of teachers and administrators was a serious problem at Westview. The following comments illustrate this point of view:

Administrators plot ways to get students into trouble with the law by making false accusations or exaggerating situations.

An incident had happen to me on the first month of class. My teacher told me to do a project about myself. So I did my best on that project. Especially since it was my first project. She had said that I have not done the project it was my brother who did it for me. I did not like that she told me to write a 750 word essay to prove that I did the project and I did. It's the second month now almost 3rd month of school and my teacher did not finish marking my project. I am fed up with her.

Guidance counsellors are rude and are here to help but it seems like they choose not to

Guidance lies and tell me I cannot take the classes I want.

I don't like one teacher. He yells a lot at us. I am scared of him.

If a teacher does something to you that's hurtful you get suspended for trying to tell the teacher to stop and when you try to tell the Principal or the Vice-Principal that it wasn't your fault they never agree with you. The students are always the ones to get blamed for no matter what. They think we are the cause for all problems and that the teacher had nothing to do with it. Teachers just teach, get students suspended without even thinking to whose fault it is and in the end they get the money for doing such a poorly job.

Kids are suspended for nothing and other students are treated better than others.

The (name of administrator withheld) does not give a fuck about us. Believe me when I tell you this

My teacher called some of my classmates annoying. She also gives us unfair marks.

Our hall monitors treat certain people unfairly. Also (name of administrator withheld) treats people unfairly. If he sees you in the office he will target you for a long time.

Teachers giving too much homework. Teachers not willing to help students after school. Not enough extra activities.

Some teachers swear at their students.

Please help us. I think that teachers and police take advantage of their power and instead of doing their job they harass us.

Some teachers don't seem to believe your reasons for some certain things. Instead they just take it as an excuse from you like your playing a game.

Sometimes a teacher would be mad and would bang the tables and some would hit them in the head. I think teachers are not allowed to touch students.

Sometimes teacher compare students. Those students who are being compared badly start to feel bad and start to feel angers towards their teacher.

Teachers not accepting work if late and not giving make-up assignments.

Teachers not dedicated time to exercise proper teaching.

Teachers at Westview are some time fair but more time unfair.

Teachers give too much work. After school we need to take a bath, eat, we have barely any time to do a lot of homework plus we have four classes to do homework for.

Teachers punish people for little shit but are too scared of the real things in the school and they do what they want.

Teachers sometimes don't understand students and punish them for an idiotic reason.

Teachers swear at students all the time.

Teachers don't help out the students with their school work.

Some of the teachers who can't teach or speak English properly.

Tell the teachers to care more about their students and not about themselves.

A problem that I have is the fact that some students get suspended from school for skipping class. I find that very pointless.

Some of the teachers are very mean but not all of them. Some of them don't even answer your questions is she/he doesn't like you.

The zero tolerance policy is a big problem in my school, because that means that the staff are too lazy to deal with the students. Like they don't want to help them become better student, citizens in this country. The staff at my school (name of administrator withheld) don't want to help students, only kick them out of school. Like what is kick "not -so-good" students out of school gonna do. Really? Think about this problem. Zero tolerance just goes to show how lazy, uncaring, unfit for this job this (name of administrator withheld) is!

Some teachers won't let you participate in class because he/she don't like you. There is not respect between teachers and students. Teachers say bad words to students, we lost respect toward that teacher.

The office staff is not very supportive of students who need to ask a question or may need help.

Unnecessary suspensions for small problems.

You ask a specific teacher to help you if understand and they act so rude. "Huh? What? I been explaining so long." And you try to seek help but you can't cause your scared. You might get yelled at and then you end up failing.

I feel that there are better ways of dealing with students who come from tough areas and are prone to being or being near trouble. I find that strictly giving them the textbook disciplinary actions would be less efficient than getting to know each student individually and understand where they're coming from and their personal situation.

I personally don't acknowledge that students should be getting suspended from school. All it does is make them more lazier and drop out of high school, or hang out with their "homies" to cause more trouble.

I strongly believe that the teachers/adults here are fully aware of all of these on-going issues and have not taken any action into solving them. Also our hall monitors and superiors here are so laid back that they don't really enforce students to attend class.

I think the new rules in are school are making the students uncomfortable to the point that these events can only get worst.

A number of students specified that they thought racism (including racism by staff towards students) was a major problem at Westview. The following quotes serve to highlight this perspective:

Teachers are racist.

There is racism in this school and sometimes teachers do not respect you because of your religion.

Too much racism from teachers towards students. (Name of administrator withheld) only picks on certain students with suspension everyday.

There is segregation in this school. People discriminating on race.

I am not trying to be racist. Yes the school is trying to keep our rep but if you look at the Jane/Finch area majority are black and when crime occurs its 90% black people who committ it.

I guess you could say there is a lot of racism especially against white

people. I am not white myself, but I still hear things that would seriously hurt my feelings if I was white.

Problem with letting us express about our religion with freedom.

Racism.

There is racism.

Some do not respect our religious rules or customs.

Some students only hang around with their race.

The problem is that, whatever anybody says this same crap about there is no racial discrimination in Canada they are wrong because there is lots of it. Because I been in and out of these groups and I know for a fact that racial discrimination exists and a lot. I think they need to separate races in Canada. Especially blacks and whites.

A number of students also complained that they felt the school was under-funded. They reported that they felt the school needed more money for extra-curricular activities and for better learning resources. Others felt the school needed more money to improve the overall appearance and cleanliness of the facility. The following comments are typical.

We need faster Internet connections.

We need more resources.

We need more supplies and equipment.

I'm not getting the help I need to further my education. They should open more classes to prepare students for university and college.

I believe that not having a day-care is a problem for teen mothers because of this most of our teen mothers drop out of school.

We need a proper washroom.

Need a nicer environment. Better supply, more funding, bathrooms and class not clean.

Not enough money to run school right.

Not enough extra activities.

School needs to be more clean. Class and bathrooms need a renovation. School needs more funding.

Schools' not providing the available access and assistance to the students to develop their education. The School Board and government should pay attention and encourage students to achieve. This city is turning into shit. In 10 years what are you going to do? Build more jails? You should make jobs and opportunities.

The fact that we don't have a suggestion box in school or youth groups at school where students can talk about their problems.

The school is poor and we don't have a lot of stuff that's brand new.

The TDSB does not give enough money to our school so they can provide our students with proper books, clean school environment and school equipment, etc. Money is an issue. Also, cafeteria food prices are too expensive, especially for students who cannot afford it.

There are not enough sports teams.

There are money problems such as the lunchtime period and maybe a lack of an upgrade to the school.

They should place better computers in the library because most of them are slow. Students shouldn't have to pay to print their work. So they should just make it free.

We need more sports programs. Hockey! Hockey!

Well, I personally think that teachers should be more involved into the entire student body and not only the teachers, but the parents. Students don't hurt other students, because it's fun, well sometimes. But the main issue is that some students just need to be talked at and for parents to get their child into more activities/programs.

Westview used to have a day-care in the school for the young mothers that go here, but they shut it down and now young moms like me, sometimes get fed up, and can't even come to school, because we need day-care, or have it but it's too far and it's really hard.

Yes, the school is always dirty and unsafe with wires hang out of the ceiling. Water dripping from the ceiling. Textbooks are old and vandalized with graffiti.

Cafe food should be cheaper -boilers are broken -nicer environment -more funding.

The toilets here can't flush. Nasty washrooms. Always litter in the classrooms.

Lack of cleanness.

No cleanliness.

Its not that CLEAN!

More cleanliness, need lower cafeteria prices.

Lower cafeteria food prices and more cleanliness.

The school that are in the Jane and Finch community really need programs for the kids

We must also stress that a relatively large number of students did not think Westview had any problems at all. These respondents simply replied that their school did not have any problems. Others, however, maintained that although Westview was a good school, it had been given a bad reputation by outsiders, including the media.

I actually don't think there are many problems at our school. If you feel that Westview has problems just because we live in Jane and Finch, I'm sorry but you came to the wrong place. I believe Westview has a great education program, and the teachers do care about the students.

Not that I know of. I just wish Westview had way more creativity like a couple of years ago when we had a drawing of important people on the walls and more activities at school. That would be nice and also our bad rep that we have. We are not a bad school.

There's not much problem in our school. I don't know why people have such a negative image towards our school. It's the Press, they should look at the positive rather than printing all the bad things. I love this school, no matter what happens or what goes on.

My comment has nothing to do with problems at my school. In fact it is the opposite. Everyone wants to know about the negative. What about the positive things that come out of Westview? We have one of Canada's top track and field athletes here. We have a club called S.I.A that does nothing but positive things. We participate hard in classes and other activities. Talk about that.

Finally, there were a few students who stressed that the problems at Westview stemmed from the problems in the outside community. These students stressed that until these outside problems had been dealt with, the problems at Westview would persist. The following comments are typical.

I really don't know what to say about the school because I just came. But what I heard about this school well is that it really needs to change. But it has more to do with Jane and Finch than the school. True I say Jane and Finch is the best! But it's the people that are doing bad things that are giving it a bad name. Get the guns and gangs off the streets!! What would you do if your people were living here? I bet you would do something then. We the people need to have change!!

We're the poorest fucking school in one of the poorest communities in Toronto. What do you think? Isn't that a big enough problem?

From what I've seen kids new to the school try to act bad and often do things they never done before to fit in or to make themselves look "bad." Sometimes they do it cuz they want to be noticed or feel some respect. Yet at home they probably think they don't get it or mostly cuz they never have

the time to sit down and talk to a parent because they are always busy working and they are barely home. Some of my friends have been raised on their own because parents are too busy working so they never really knew from good or bad. They even had to steal or sell drugs to get some money for their food or clothes, shoes or something they really wanted. So they look for it in the wrong place yet that they don't have someone to talk to them and teach them.

STUDENT FEELINGS ABOUT SCHOOL SAFETY

The survey next turned to an examination of student feelings of safety at Westview and in the wider community. We focussed on four separate issues: 1) How safe do students at Westview feel when they are at school? 2) How safe do students feel when they engage in various public activities outside of the school environment? 3) Do students feel safer at school or out in the community?; and 4) How worried are students about specific types of criminal activity at school and in their community?

We began our investigations into feelings of school safety by asking the students the following question: “How safe do you feel when you are at your school?” Response options ranged from “very unsafe” to “very safe.”

Although many respondents acknowledged that Westview has serious problems with gangs, weapons, bullying, fights and drug dealing, the results (see Figure 4) suggest that the most Westview students feel relatively safe when they are at school. Indeed, one out of every five students (19%) feel very safe at school and an additional 56% feel fairly safe. By contrast, only 18% of the respondents feel either unsafe (13%) or very unsafe (5%). Further analysis suggests that the students at C.W. Jefferys may feel somewhat safer at their school than the students at Westview, especially before the Jordan Manners shooting. For example, before the shooting, 38% of Jefferys students claimed that they felt very safe at their school. By contrast, in October 2007, only 19% of Westview students felt very safe at their school.

We next asked the respondents whether they thought Westview Secondary was, in general, a safe school (see Figure 5). The results indicate that the majority of Westview students (58%) feel that their school is a fairly safe place. An additional 15% think Westview is very safe. By contrast, only 18% of the Westview respondents feel that their school is unsafe (13%) or very unsafe (5%). Once again, further analysis suggests that Jefferys students are somewhat more likely to feel that their school is safe than Westview students. For example, 29% of Jefferys students feel that their school is very safe, compared to only 15% of Westview students.

We next asked the respondents whether, in their opinion, Westview was more or less violent than other high schools in Toronto (see Figure 6). The results suggest that the students are divided on this issue. While one third of the respondents (32%) feel that Westview is just as violent as other schools, 27% think it is less violent and 21% feel it is actually more violent. An additional 20% of the sample do not know if Westview is

more or less violent than other schools. However, further analysis once again reveals that Jefferys students have a slightly higher opinion of their school's relative safety than Westview students. For example, 50% of Jefferys students feel that their school has less violence than other schools, compared to only 27% of Westview students. By contrast, 21% of Westview students feel that their school is more violent than other schools, compared to only 13% of Jefferys students.

FIGURE 4: Percent of Westview Students Who Feel Safe or Unsafe at their School

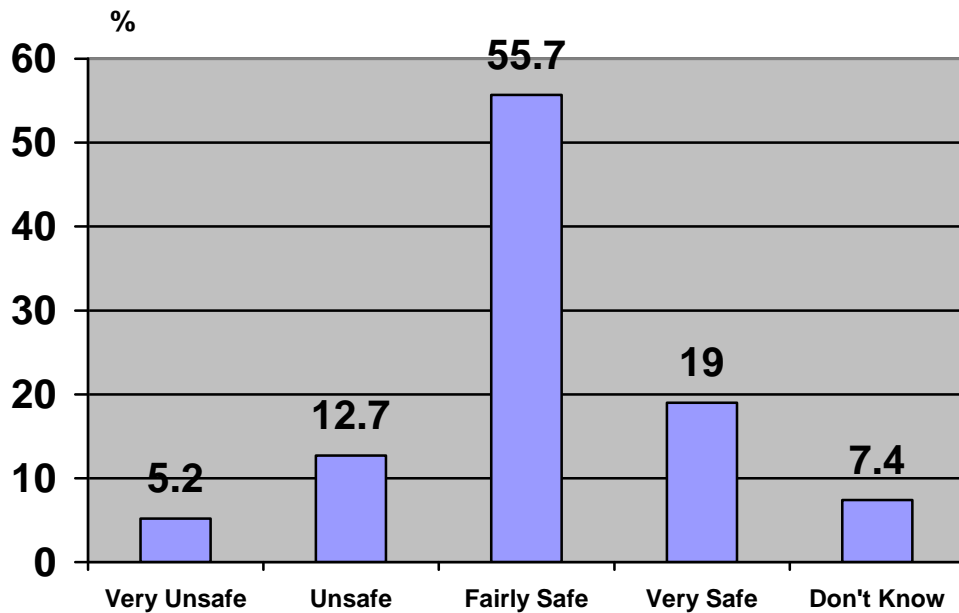


FIGURE 5: Percent of Students Who Feel that Westview is a Safe or an Unsafe School

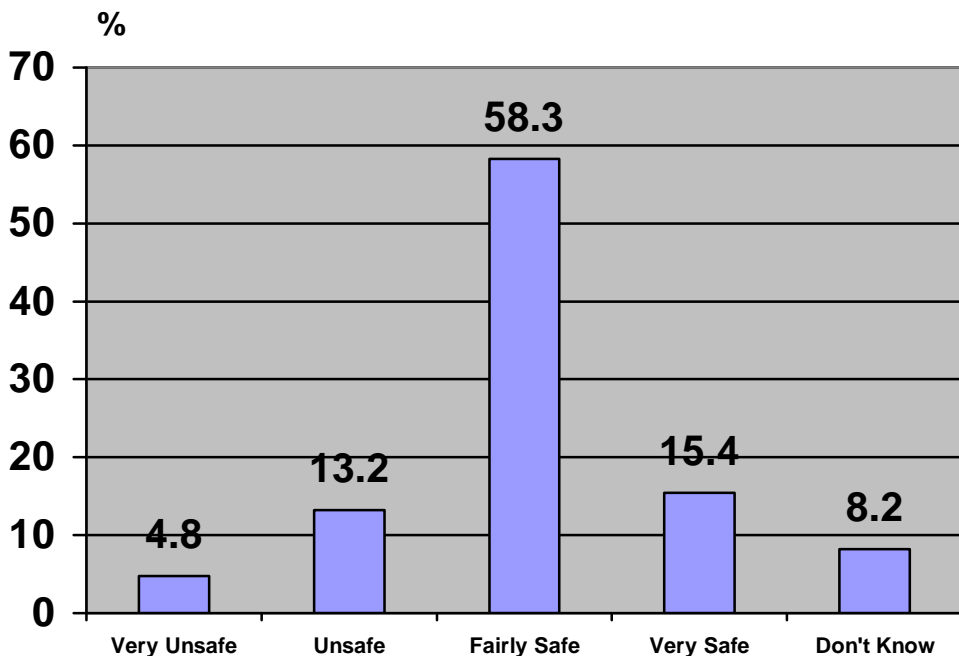
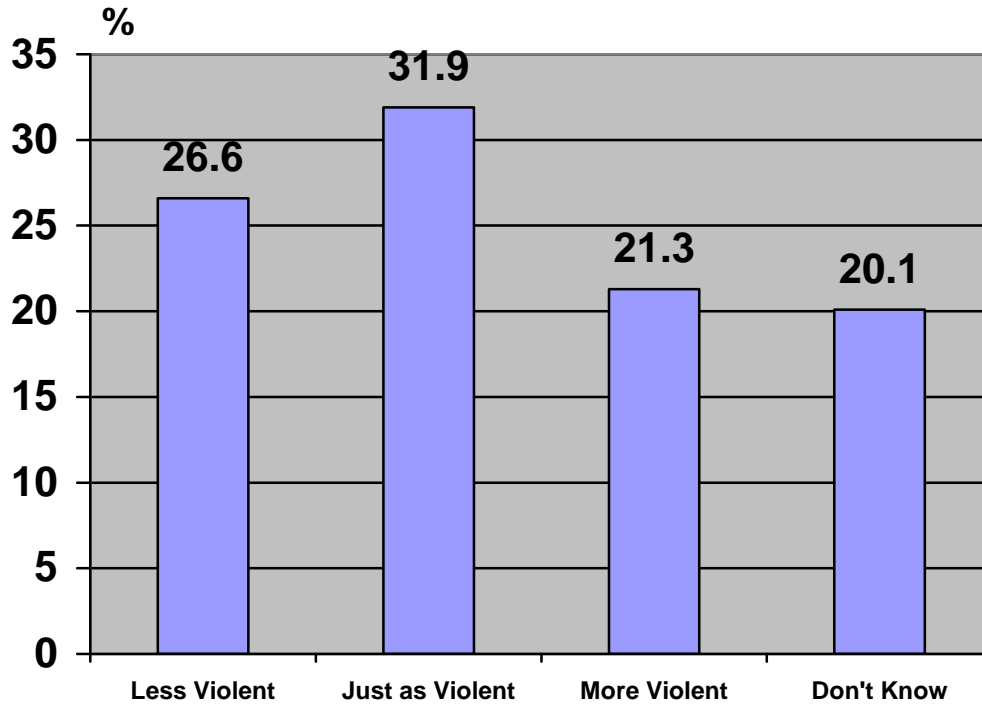


FIGURE 6:
Percent of Students Who Feel that Westview is More or
Less Violent than Other Toronto High Schools



After consulting our student respondents about their feelings of safety at school, we asked them how safe they feel when they engage in a variety of different activities outside of the school environment. The results suggest that students are most likely to feel unsafe when they engage in certain activities at night (see Table 6 and Figure 7). They are least likely to feel unsafe when they use the TTC during the day, go to a shopping mall or go to the movies with friends.

- Six out of every ten Westview students (59%) indicate that they would feel unsafe or very unsafe walking around their own neighbourhood at night. This is consistent with the fact that many respondents reported that they currently live in high crime areas.
- Over half of all respondents (52%) indicate that they would feel unsafe or very unsafe going to a bar or nightclub at night.
- Half of all respondents (48%) also indicate that they would feel unsafe or very unsafe using the TTC at night.
- A third of all Westview students (33%) indicate that they would feel unsafe or very unsafe visiting a friend at another school. This may be an indication

that some youth are territorial about their school and may engage in intimidation or violence against outsiders.

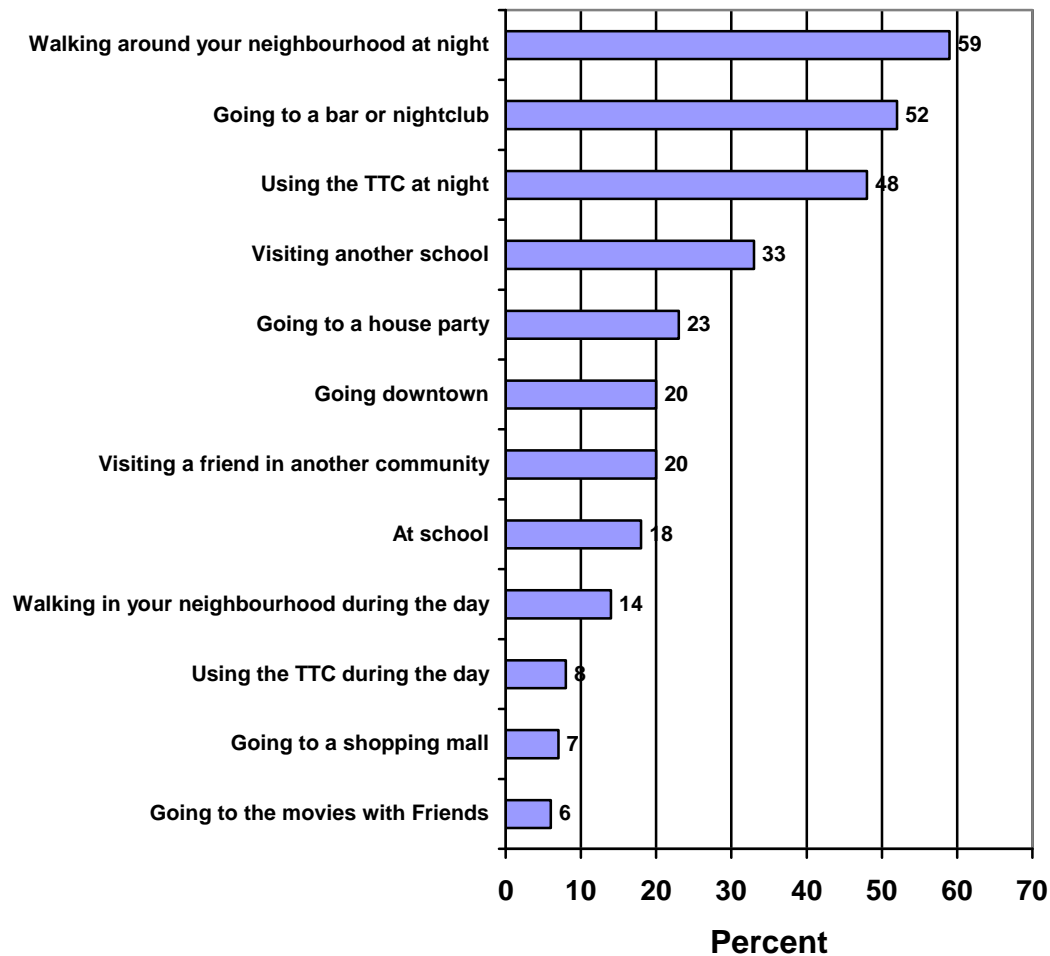
- One out of every four Westview students (23%) indicates that they would feel unsafe or very unsafe going to a party at someone's home.
- One out of every five Westview students (20%) indicates that they would feel unsafe or very unsafe going downtown.
- Similarly, one out of every five Westview students (20%) indicates that they would feel unsafe or very unsafe visiting a friend who lives in another neighbourhood.
- While the majority Westview students (59%) would feel unsafe walking in their own neighbourhood at night, very few (14%) would feel unsafe walking in their own neighbourhood during the day.
- Less than 10% of Westview students would feel unsafe using the TTC during the day (8%), going to a shopping mall (7%) or going to the movies with friends (6%).

Further analysis indicates that Westview students tend to feel safer at school than when they engage in a number of other social activities. For example, only 18% of Westview students indicated that they felt unsafe at school. By contrast, 59% would feel unsafe walking in their own neighbourhood at night, 52% would feel unsafe going to a bar or nightclub, 48% would feel unsafe using the TTC at night and 33% would feel unsafe visiting another school. Nonetheless, it is somewhat disconcerting to note that a higher proportion of Westview students feels unsafe at school than feels unsafe walking around their own neighbourhood during the day, using the TTC during the day, visiting a shopping mall and going to the movies with friends.

TABLE 6:
Percent of Westview Students Who Feel Safe or Unsafe
in Specific Social Contexts

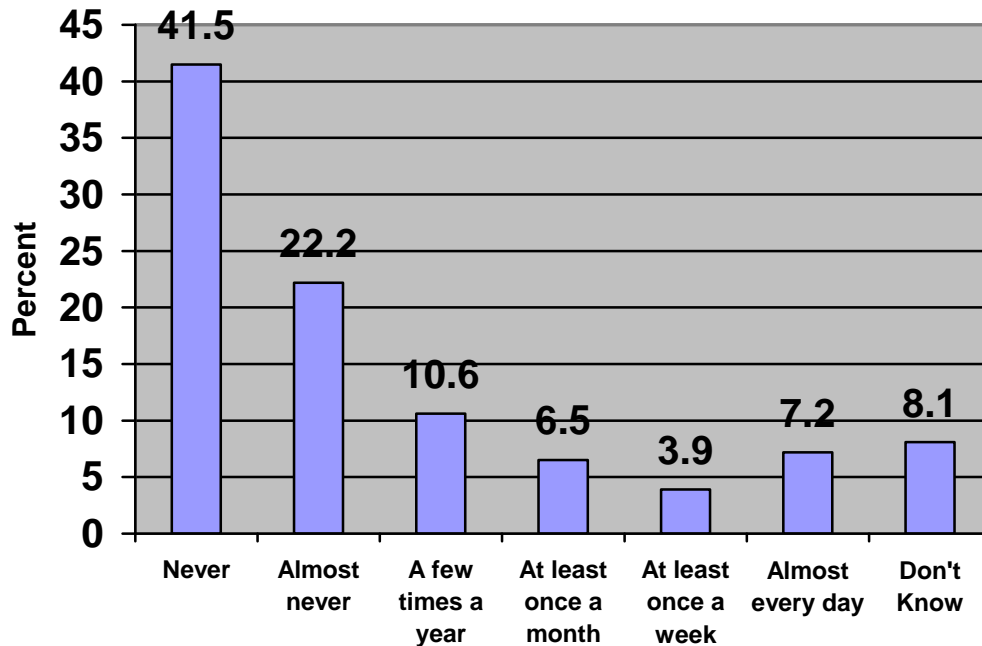
Social Context	Very Unsafe	Unsafe	Fairly Safe	Very Safe	Don't Know/ Depends
Went to a nightclub or bar	26.5	25.2	13.8	4.6	30.0
Walked around your own neighbourhood at night	31.4	27.2	21.8	8.0	11.7
Took a bus or subway at night	20.4	27.5	28.6	10.7	12.8
Went to hang out at another school	11.2	21.5	29.7	7.9	29.6
Went to a party at someone's home	6.6	16.5	40.6	14.6	21.8
Went downtown to shop or hang out	4.8	15.1	46.0	20.0	14.1
Went to visit a friend in another area of town	4.5	15.5	41.8	19.8	18.4
Went to a shopping mall	1.7	5.4	54.2	32.9	5.7
Took a bus or subway during the day	2.2	5.4	49.4	34.5	8.4
Went to the movies with friends	1.4	5.1	51.3	34.4	7.8
Walked around your own neighbourhood during the day	2.9	11.3	49.0	25.9	10.9

FIGURE 7:
Percent of Westview Students Who Feel "Unsafe" or
"Very Unsafe" in Different Social Contexts



We also asked our student respondents from Westview how often they felt afraid or unsafe travelling to and from school (see Figure 8). The results suggest that two-thirds of Westview students (64%) either never (42%) or almost never (22%) feel afraid coming or going to school. However, 28% feel afraid a few times a year or more often and one out of every ten students (11%) reports that they feel afraid coming to school at least once per week.

**FIGURE 8: Frequency of Feeling Afraid or Unsafe
When Travelling to and From School
(Westview Student Sample)**



We concluded our inquiry into feelings of safety by asking the Westview students how often they worry about becoming the victim of different types of crime (see Table 7 and Figure 9). The results suggest that students are most worried about street gangs, both inside and outside of school, followed by personal theft, robbery and being shot by a stranger.

- Almost two-thirds of all Westview students (61%) at least sometimes worry about the gangs in their community. Over half of all respondents (55%) also sometimes worry about gangs in their school or the gangs that reside in areas outside of their own community (54%).
- Half of all respondents (50%) at least sometimes worry about having something stolen from them at school. By contrast, only 42% sometimes worry about having something stolen outside of school.
- Almost half of Westview students (44%) at least sometimes worry about being robbed at school. A similar proportion (43%) worry about being robbed by someone outside of school.
- Four out of every ten Westview students (43%) indicates that they at least sometimes worry about being shot by a stranger. By contrast, only 24% sometimes worry about being shot by someone they know.

- Four out of ten students at Westview (39%) at least sometimes worry about being attacked or beat up at school. A similar proportion (38%) sometimes worry about being assaulted outside of school.
- In general, Westview students are more likely to worry about being sexually assaulted outside of school than sexually assaulted in school. For example, 29% of the sample at least sometimes worries about being sexually assaulted outside of school. By contrast, only 19% sometimes worry about being sexually assaulted when they are at school.

Further analysis suggests that Westview students are somewhat more worried about the gangs than their counterparts at C.W. Jefferys. For example, 55% of Westview students at least sometimes worry about the gangs at their school, compared to only 45% of Jefferys students. Westview students are also more likely to report that they sometimes worry about the gangs in their own community (61%) than Jefferys students (49%). Interestingly, few other differences in fear of crime exist between the two schools. In other words, students from Jefferys and Westview are equally likely to worry about all other types of criminal victimization.

TABLE 7:
Percent of Westview Students Who Report being Worried or Not Worried About Specific Types of Criminal Activity

Do you ever worry about..	Never	Almost Never	Sometimes	Often	All the Time
Street gangs at your school	23.4	21.4	37.0	11.1	7.1
Street gangs from your community	20.2	18.6	32.6	15.9	12.7
Street gangs outside of your community	21.6	24.5	30.7	14.2	9.0
Being attacked or beat up at school	35.5	25.4	23.4	9.4	6.2
Being attacked or beat up outside of school	33.3	28.8	23.9	8.9	5.1
Being robbed by someone at school	35.5	20.3	25.3	11.5	7.3
Being robbed by someone outside of school	34.0	23.3	27.2	10.1	5.3
Having something stolen from you at school	29.7	20.5	32.0	11.6	6.2
Having something stolen from you outside of school	33.1	24.9	27.0	9.9	5.1
Being shot by someone you know	58.5	17.1	13.1	5.7	5.6
Being shot by a stranger	38.1	19.2	23.7	10.1	8.9
Being sexually assaulted at school	65.5	15.1	9.9	5.6	3.8
Being sexually assaulted outside of school	57.1	14.4	15.2	8.4	4.9

Sample Size=870

FIGURE 9:
Percent of Westview Students Who are at Least
"Sometimes" Worried about Specific Criminal Activities



STUDENT VICTIMIZATION

In the next section of the survey, we asked our student respondents from Westview whether or not they had experienced eight different types of criminal victimization. Consistent with the Panel's mandate, we asked the students about only those victimization experiences that had taken place over the past *two years*. We further asked the respondents to distinguish between incidents of victimization that occurred at school, or on school property and victimization experiences that occurred outside of school. It should be noted that just because a student indicates that they were victimized at school in the past two years does not necessarily mean that the victimization occurred at Westview. For example, a Grade 9 student who claims that they were assaulted in the past two years might be referring to an incident that occurred in Grade 8 when they were attending another school.

The eight types of victimization we examined include: 1) *Minor Theft* (defined as the theft of money or items worth less than \$50.00); 2) *Major Theft* (defined as the theft of money or items worth more than \$50.00); 3) *Vandalism* (defined as the deliberate damage of property, clothes or personal items); 4) *Physical Threats* (defined as threats of physical harm that did not involve a weapon); 5) *Physical Assaults* (defined as incidents of being punched, kicked or slapped); 6) *Robbery* (defined as having money or personal items taken from you by force or the threat of force); 7) *Weapons Assaults* (defined as being attacked by someone with a weapon like a knife or a bat); and 8) *Verbal Abuse* (defined as being verbally teased or insulted). Respondents could answer that they had never experienced a specific type of victimization in the past two years, that they were only victimized once, that they were victimized between three and five times or that they were victimized on more than five occasions. The questions that were asked are consistent with items that have been used in other North American victimization surveys.¹² The results (see Table 8 and Figure 10) indicate that:

- Verbal abuse is the most common form of victimization among Westview students. Half of the respondents (50%), for example, indicate that they have been insulted or teased at school at least once over the past two years. One third of Westview students (32%) report that they have been verbally abused at school on more than one occasion. The results also indicate that students are more likely to be verbally abused at school (50%) than outside of school (36%).
- Physical threats are the next most common form of victimization at Westview. Four out of every ten Westview students (40%) report that they have been threatened with physical harm, at school, over the past two years. Almost a quarter of the respondents (22%) report that they have been threatened on multiple occasions. Once again, in the past two years,

¹² These eight questions were also asked of the students at Jefferys. However, for the Westview survey, new, more detailed questions were developed to deal with the issues of guns, knives and sexual assault. The results from these questions are discussed below.

Westview students were more likely to be threatened at school (40%) than outside of school (31%).

- Minor theft (theft under \$50) is the next most common form of victimization at Westview. Almost forty percent of the students (38%) report that they have been the victim of minor theft at school in the past two years. Eight percent have been the victim of minor theft at school on multiple occasions. Once again, Westview students were more likely to experience minor theft at school (38%) than outside of school (23%).
- Physical assault is the fourth most common type of victimization at Westview. Over a third of Westview students (37%) report that they were physically assaulted at their school on at least one occasion over the past two years. One out of every five Westview students (21%) indicates that they were physically assaulted at school on two or more occasions. The data also indicate that Westview students are much more likely to be physically assaulted at school (37%) than outside of school (27%).
- Almost a third of Westview students (29%) report that someone deliberately damaged their property or possessions, at school, in the past two years. Twelve percent of students report that they have been the victim of vandalism, at school, on more than one occasion. Once again, the data indicate that students are somewhat more likely to become a vandalism victim at school (29%) than outside of school (24%).
- One out of every four Westview students (23%) indicates that they have been the victim of a robbery or extortion attempt, at school, in the past two years. Twelve percent, in fact, indicate that they have been robbed at school on multiple occasions. Westview students are only slightly more likely to report being robbed at school or on school property (23%) than outside of school.
- One out of every four Westview students (23%) also indicated that they had been the victim of a major theft (over \$50), at school, in the past two years. One out of every ten respondents (9%) indicates that they have been the victim of major theft, at school, on more than one occasion. The data further indicate that the rate of major theft was slightly higher at school (23%) than outside of school (19%).
- Finally, one out of every ten Westview students (10%) reports that they were assaulted by someone with a weapon, at school, in the past two years. One out of every twenty students (5%) reports that they have been assaulted with a weapon, at school, on more than one occasion. Unlike the other seven types of victimization discussed in this section, students were just as likely to be assaulted with a weapon outside of school (11%) than inside of school (10%).

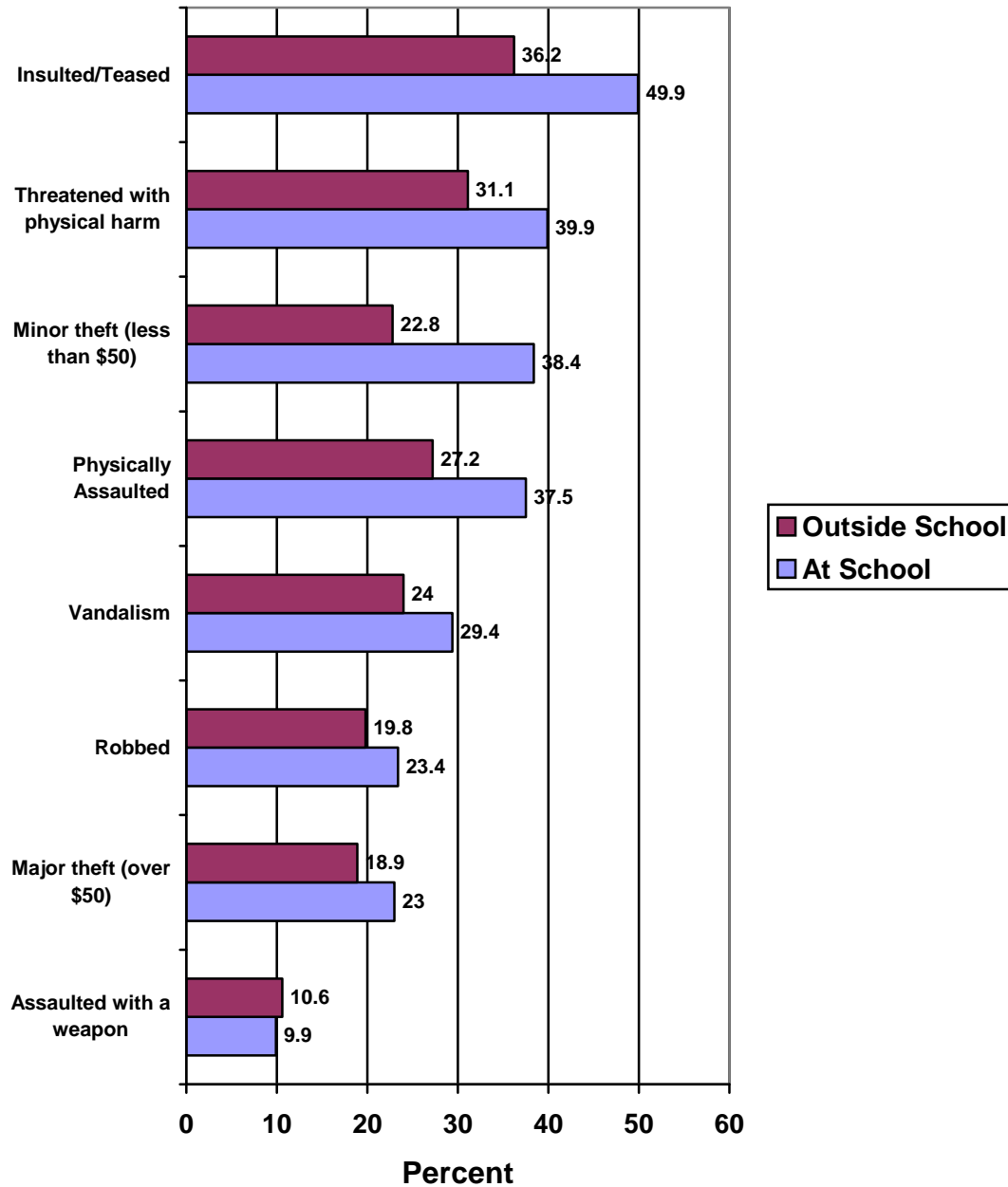
Overall, the victimization levels documented by the Westview students survey are remarkably similar to the victimization levels documented by the survey of students at C.W. Jefferys. Indeed, at school, Westview students are just as likely as Jefferys students to be physically assaulted (37% vs 37%), threatened with physical harm (40% vs. 39%), robbed (23% vs. 22%) or assaulted with a weapon (10% vs. 11%). However, compared to Westview students, Jefferys students do report somewhat higher levels of minor theft (45% vs. 38%), vandalism (35% vs. 29%) and major theft (32% vs. 23%). On the other hand, the data do suggest that Westview students are more likely to be teased and insulted at school (50%) than their counterparts from Jefferys (42%). Importantly, for both Westview and Jefferys students, victimization levels are higher at school or on school property than outside of school.

TABLE 8:
Percent of Westview Students Who Have Experienced Different Types
of Victimization in the Past Two Years, Inside and Outside of School

TYPE OF VICTIMIZATION	Never	Once	Between 2 and 5 times	More than 5 Times
Minor theft: at school	61.7	20.3	13.3	4.8
Minor theft: outside of school	77.1	14.9	4.3	3.6
Major theft: at school	77.0	13.8	5.9	3.3
Major theft: outside of school	81.1	10.7	5.5	2.7
Vandalism: at school	70.6	17.4	8.8	3.2
Vandalism: outside of school	76.0	14.9	6.6	2.5
Threatened: at school	60.1	18.2	13.8	7.9
Threatened: outside of school	68.9	14.5	9.0	7.6
Assaulted: at school	62.4	16.9	12.7	7.9
Assaulted: outside of school	72.9	11.0	9.1	7.1
Robbery: at school	76.6	11.3	8.1	4.0
Robbery: outside of school	80.2	10.8	5.7	3.3
Assaulted with a weapon: at school	90.0	5.9	2.4	1.6
Assaulted with a weapon: outside of school	89.4	5.1	3.4	2.1
Teased/Insulted: at school	50.1	17.8	15.9	16.2
Teased/Insulted: outside of school	63.8	14.1	11.0	11.1

Sample Size=870

FIGURE 10: Percent of Westview Students Who Experienced Various Types of Criminal Victimization Over the Past Two Years, by Location



Gender and Victimization

Additional analysis indicates that important gender differences exist with respect to student victimization (see Table 9). For example, both within and outside of the school environment, male Westview students are significantly more likely than female students to report being the victim of various crimes including minor and major theft, physical threats, vandalism, physical assaults, robbery and assaults involving a weapon. However, within the school environment, female Westview students are significantly more likely to report verbal abuse (53%) than their male counterparts (46%). These basic gender differences were also identified by the student survey at C.W. Jefferys with one notable exception. At Westview, it appears that male students are significantly more likely to experience minor theft, major theft and vandalism than female students. However, at Jefferys, female students were just as likely as their male counterparts to experience these types of property crime. However, as with Westview, male students at Jefferys were much more likely than females to experience threats, physical assaults, robbery and assaults with a weapon. Nonetheless, female students are much more vulnerable than male students to both sexual harassment and sexual assault. Our findings related to sexual victimization among Westview students are discussed below.

TABLE 9:
Percent of Westview Students Who Have Experienced Different Types of Criminal Victimization in the Past Two Years, by Gender

TYPE OF VICTIMIZATION	MALE	FEMALE	Statistical Significance
Minor theft: at school	41.8	34.0	*
Minor theft: outside of school	25.6	19.2	*
Major theft: at school	25.3	19.9	*
Major theft: outside of school	21.5	15.5	*
Vandalism: at school	34.5	23.0	**
Vandalism: outside of school	27.4	19.2	**
Threatened: at school	43.6	34.7	**
Threatened: outside of school	34.9	25.8	**
Assaulted: at school	46.3	27.4	**
Assaulted: outside of school	33.6	19.2	**
Robbery: at school	32.4	13.6	**
Robbery: outside of school	27.6	10.8	**
Assaulted with a weapon: at school	13.9	5.6	**
Assaulted with a weapon: outside school	15.1	5.4	**
Teased/Insulted: at school	45.9	53.2	*
Teased/Insulted: outside of school	34.0	36.5	NS
Sample Size	438	427	

NS gender difference is not statistically significant

* gender difference is statistically significant at $p < .05$

** gender difference is statistically significant at $p < .01$

The Victimization Number in Context

Although some may find the student victimization levels at Westview to be disturbing, it is important to note that, in our opinion, they are in fact quite consistent with the results of other youth victimization surveys conducted in North America. Unfortunately, few of these surveys have actually been conducted in Canada. One exception is the *2000 Toronto Youth Crime and Victimization Survey* (see Tanner and Wortley 2002; Wortley and Tanner 2006). This survey (discussed above), was conducted in 2000 and involved a random sample of 3,393 high school students from 30 different high schools in the Toronto region (10 from the Catholic School Board and 20 from the Public School Board). During this study, a detailed questionnaire was administered to student respondents during class time. As with the survey conducted at Westview, one of the primary objectives of this project was to document experiences of victimization. However, some of the questions asked in 2000 were quite different than the questions posed during the Westview survey. For example, while the Westview survey focussed on victimization in the past two years, the 2000 survey focussed on lifetime victimization rates and victimization experiences that had taken place in the past twelve months. Nonetheless, we feel that, despite the seven year gap and somewhat different lines of questioning, the existence of the 2000 data provides at least some opportunity to compare the experiences of Westview students to the experiences of students from other high schools in the Toronto area. It should be noted that Westview was not one of the schools included in the 2000 survey.

In general, we feel that many of the results of the 2000 survey are completely consistent with the results of the October 2007 survey conducted at Westview. For example, in 2007, 38% of the student respondents from Westview reported that they had been the victim of minor theft in the past two years. By contrast, in 2000, 38% of Toronto high school students also claimed that they had been a victim of minor theft *in the past twelve months* and 72% claimed that they had been a victim of minor theft at sometime in their life. Similarly, in 2007, 40% of the student respondents from Westview claimed that they had received physical threats in the past two years. By contrast, in 2000, 39% of Toronto High School students claimed that they had received physical threats *in the past twelve months* and 67% claimed that they had received physical threats at some time in their life. In 2007, 37% of Westview students claimed that they had been physically assaulted at school in the past twenty-four months. In 2000, 39% of Toronto high school students (from 30 different schools) reported that they had been physically assaulted in the past year and 70% indicated that they had been assaulted at some time in their life. Additional analysis reveals that, in 2007, 10% of the Westview students who took part in the Panel study claimed that they had been assaulted by someone with a weapon in the past two years. By contrast, in 2000, 8% of Toronto high school students indicated that they had been the victim of a weapons-related assault in the past twelve months and 16% had been assaulted with a weapon at some time in their life.

In summary, the victimization findings produced in 2000, using a large sample of high school students from 30 different schools, largely mirror the victimization results produced in 2007, using a small sample of students from Westview Centennial. The

comparison of data from the 2007 survey with the results of the 2000 survey only serves to increase our confidence in the current findings. Furthermore, this comparison serves to highlight the possibility that Westview is not more dangerous or violent than other high schools in the Toronto area. This does not mean that crime and victimization are not serious problems at Westview. However, the comparison of the two surveys, conducted seven years apart, underscores the possibility that problems with crime and victimization are not isolated within Westview or even within other schools in the Jane-Finch community. Crime and victimization may be a problem faced by students at schools throughout the Toronto region.

The TDSB Census of High School Students

As discussed ABOVE, in 2006, the Toronto District School Board conducted a “Census” of all high school within its schools. (see Yau and O’Reilly 2007) As part of this census, 430 students at Westview were asked questions about their victimization experiences at school. Unfortunately, the Census questions were very different than the questions asked on the Panel survey. For example, while the Panel survey asked about 8 different types of victimization, (see Table 8) the Census only asked about five types of victimization (physical threats, physical bullying by an individual, physical bullying by a group, theft or destruction of personal property and insults or name calling). Furthermore, while we examined victimization experiences over the past two years, the Census asked about victimization at school without specifying a time period. Similarly, while the Census asked about “physical bullying” by an individual and “physical bullying” by a group, we asked more specifically about physical assaults (being punched or kicked) without asking students to distinguish between assaults by individuals and assaults by a group. We are also somewhat concerned with how students interpreted terms like “physical bullying.” What exactly is “physical bullying”? Is it verbal abuse? Physical threats? Being pushed or shoved? Or is it an actual physical assault? In our opinion, it is difficult to determine the exact meaning of the phrase “physical bullying” from the current wording of the Census questions. We should also note that previous research suggests that many students, especially male students, are unlikely to report that they have ever been “bullied.” The term “bullied” implies weakness and the passive acceptance of physical intimidation or violence. By contrast, many students who refuse to admit bullying will admit that they have been punched, kicked, assaulted, jumped or involved in a physical fight. In other words, questions about “bullying” may lead to an under-estimation of the true extent of violence within the school setting.

Finally, the response categories also differ dramatically between the two surveys. While we asked our respondents to indicate exactly how often they had experienced a particular type of victimization (i.e., never, once, twice, three times, etc.), the Census provided quite vague response categories (never, rarely, sometimes, often or always). Although it is not difficult to interpret the meaning of “never,” it is somewhat difficult, in our opinion, to determine exactly what a student means when they state that they are “rarely” or “sometimes” victimized at school. Does this mean once a year, once a month, once per week? Does “rarely” mean the same thing for all students? In summary, both the Community-School Safety Panel and the TDSB conducted two separate surveys of Westview students over the 2006-2007 period. However, the actual questions used in the

two surveys are quite different, making accurate comparisons between datasets extremely difficult, if not impossible. Nonetheless, some crude comparisons are attempted in the following paragraphs.

In November 2007, the TDSB released preliminary findings from its 2006 School Census (Yau and O'Reilly 2007). However, the manner in which the victimization data were reported, in our opinion, masks the true level of victimization in Toronto high schools. The problem is that, in its report, the School Board analysts collapsed the "never" answer category with the "rarely" answer category and only presented data on students who were "sometimes," "often," or "always" victimized. For example, according to the report, 16% of all high school students in Toronto were either "sometimes" threatened (10%) or "often/always" threatened (6%) at their school (see Yau and O'Reilly 2007: 21). However, the report does not give us any information on the percent of students who are "rarely" victimized at school. This, in our opinion, gives the impression that threats are less common than they actually are. In other words, if we include those who are "rarely" threatened, the overall percentage of students receiving a physical threat at school will increase significantly. Our analysis of the Jefferys Census data supports this hypothesis.

In response to a special request, the Toronto School Board agreed to provide us with the full, un-collapsed frequencies for all Census questions related to school safety issues. They provided us with this data for both C.W. Jefferys Collegiate and Westview Centennial Secondary School. In our opinion, despite important methodological differences, the Census data we received is quite consistent with the results of the Panel survey. Understandably, consistencies are most apparent for those questions that are the most similar. For example, we asked our Westview respondents: "How many times has someone at your school threatened to hurt you?" Sixty percent of our respondents indicated that they had "never" been threatened at school and 40% reported that they had been threatened on at least one occasion. The 2006 Census, on the other hand, asked Westview students, "In your school have you ever experienced threats to hurt you?" Sixty-five percent of the Census respondents from Westview indicated that they had "never" been threatened at school and 35% reported that they had been threatened on at least one occasion. In other words, the Panel survey found that 40% of Westview students had been threatened, while the Census results suggest that 35% have been threatened. These figures are very close, thus increasing confidence in the overall findings and the integrity of the data. Other remarkably similar results from the two surveys include the following:

- The Panel survey found that 50% of Westview students had been teased or insulted at school over the past two years. This finding is consistent with the 2006 Census results that suggest that 57% of Westview students have been the victim of insults or name calling at school.
- The Panel survey found that 43% of Westview students had been the victim of either minor theft, major theft or vandalism at school in the past two years. By contrast, the Census found that 39% of Westview students had been the victim of "theft or destruction of property" at their school. Thus,

although the questions are quite different, the two studies produced estimates of property crime victimization that are within 5 percentage points of each other.

- Finally, according to the Panel survey, 37% of Westview students had been physically assaulted (defined as being punched or kicked) in the past two years. By contrast, the 2006 Census results indicate that 29% of the students at Westview were bullied by an individual at school and an additional 21% have been bullied by a group. As discussed above, these results are very difficult to compare because “bullying” may mean something very different to students than a physical assault or fight. Indeed, many young people who are involved in fights would never admit to being bullied. Thus, we strongly feel that the line of questioning used by the Census likely under-estimated the true extent of violence within Toronto high schools.

In summary, although the Panel Survey of Westview students employed a much more detailed line of questioning with respect to victimization experiences, the overall results of the Panel Survey, in our opinion, are quite consistent with the results of the 2006 School Census.

MOST SERIOUS VICTIMIZATION EXPERIENCE

In order to examine student victimization experiences more closely, we asked our Westview student respondents to describe their worst victimization experience. All students were asked the following question:

Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.

A total of 305 respondents (35.1% of the sample) provided us with the details of their “worst victimization” experience. (see Table 10 and Table 11) We carefully examined the qualitative descriptions of these incidents and identified seven basic types of victimization. Examples of how the students described these different types of victimization are provided below.

Robbery/Extortion-- not involving a gun

Two tall black guys came to me with a knife and they took my iPod.

A group of guys tried robbing me by force when walking after school. They searched everything I had in my bags and pockets and they stole stuff

from me. They always start by asking for a dollar or twenty-five cents then it escalates to harassment and even assault.

I was attacked and robbed.

Being held up by a group of kids that wanted to steal from me and they beat me up while I was with my girl.

Being held down by two black male teens and scaring me and taking my stuff.

Being robbed at my building by a black guy.

Got robbed for my money and got beat up for it.

I've been bullied for money and was punched in the face after giving it to them.

I got bullied into giving my lunch money.

I was bike riding with my friends but I stopped and two guys came out of the bushes with a knife and stole my bike.

I was jumped by three thugs for my jacket and shoes. One guy had a knife.

I was held in a choke hold and got my iPod robbed.

I was robbed and beat.

I was robbed a York Gate Mall by 5 to 7 black males.

I was rushed and robbed by these gang mon dem.

I was walking home late one night from work when three black guys came up to me and pulled out a knife. They told me to give them my purse and I did and they just ran away.

I was walking to the mall and a bunch of black kids cover their faces with red and black bandanas and say gimme all your money and empty out your pocket.

My bicycle got stole from four black guys and I got punched by them.

Three guys came to me and went through my pocket and robbed me of a few dollars.

Someone threatened to beat the crap out of me if I did not give them some dollars. I gave them my money.

Someone took money from me by force.

My phone was taken from me at the Jane and Finch Mall. People stood around like idiots not doing anything while I was getting punched up trying to get my phone back from these three black girls.

Walking home from school and I was confronted by three people. They take money from me.

When I go from school to home people always ask you for money or other things. If you don't give it to them they hit you.

When I used to go to the gym in the morning there was this guy who would take a knife out at me and always take my money.

Being extorted in front everyone and in front the ice-cream truck and no one said anything.

This guy with big pants and he has long hair tried to put his hands in my pocket and told me to give him a toonie. I had to give him my money because he threatened me. I was so scared. It was at Westview.

Three black guys tried to rob me and my friends and they were hitting, punching and kicking us.

Pointed by knife and asked to give money or they will stab me.

I got threatened to empty out my pockets and hand over my money and when I didn't I was attacked and ended up needing 5 stitches.

Someone came up to me and asked me for everything I had. I tried running but he followed me. I then grabbed a stone and hit him in his head for self- defence and ran away to the mall. I then reported it to the police but nothing was done or said. They said because it's called Jane and Finch.

Physical Assault

A group of girls wanted to fight me and they did, but I was already fighting with one of them so they like rushed me and then they ganged on me.

A group of guys surrounded me on school property. Two of them from this school and the rest from elsewhere. One of the guys punched me in the centre of my forehead.

Attacked by someone with a weapon.

Attacked.

Beat up for no reason.

Being teased, punched, kicked.

Fight with one person. I beat him. Then he brought his friends and they all jumped me.

Fight last year with a girl which ended up us both getting suspensions because she didn't like me. But later found out it was someone else that set us up.

Fight with knife.

Getting beat up.

Getting into a fight with a girl and being kicked in my stomach.

Getting rushed by 9 guys with Extendos when there is only 3 of us.

Got into a fight on the street.

I'd been attacked by a large group of people unprovoked, due to where I'd went to school and the friends I'd had.

I got beat up at a place where I take extra credit.

I got into a fight and they pulled out a weapon and I took it from them and threw it and continued fighting.

I got into a fight trying to get my money back and ended up losing. I got punched a couple of times and got a black eye. Happened twice, except the first time I won.

I was badly beaten by a classmate.

I have been beaten with an Extendo and an iron thing for your hands.

I was attacked on the way to a friend's place.

I was playing football and I took someone down. He got mad and rushed me after school. I got hit and fell down in an awkward position and broke my arm.

I was punched in my face from behind - cheap shot.

Jumped by another gang.

Jumped by another gang at the mall. They knocked my tooth out. I got stabbed in the shoulder and spit on.

Me and my best friend got into a fight. Me and my friend fell to the ground but everyone started to kick me on the floor.

Me and my friend got into a fight at school.

I was stabbed and beat up near the hospital across the street.

People tried to hurt me just because I wore a certain colour (red). People mistaken me for someone else and tried to attack me just because I 'm being myself. Someone else might think I'm cocky or think I'm all that so they try and jump me.

During the past time in my neighbourhood things such as crime or an act of violence often occur between me and someone. The first time this ever happened to me was at church when I was being threatened by a guy that assaulted me and I self-defended myself and in which later he came after me with his gang chasing me after church.

Please stop the Asians and blacks that chill in the parking lot doors. I was beaten up there.

Some policeman fight me for nothing because I help some people.

I was punched and kicked.

Some stupid student was throwing things on me in front of teacher. I asked him so many times not to do that. I even told the teacher. But nothing happened so I punched the student and we started fighting. But the teacher didn't care.

Theft

A good friend of my brother stole \$300 from me. She went into my room and took it. My mother opened the front for her.

I let my friend borrow my iPod because I was participating in the gym and so she decided to give it back to me so I told her to put it in my bag. When gym ended I couldn't find the iPod and I searched a few people but didn't end up finding it.

Money stolen from my locker.

My bike worth \$500 was stolen. No place to actually to put a bike like a bike rack. Many kids use bikes and have to lock them off school property instead of having bike racks right near the school walls, so no one could ever be brave to take their time and cut off a lock and steal a bike.

My MP3 player was stolen from out of my bag.

My iPod was stolen.

My wallet was stolen. It happened while I was in gym class.

One day I was walking home with my friends and someone came up to me asking for the time on my iPod. He said he couldn't see it, so I passed it to him and he stole it.

Twice someone stole my wallet with my money in it. Once it happened at my house and the second time at my school.

Someone stole an iPod from me.

Someone stole my iPod.

My iPod was stolen from me.

Breaking into my house and stole possessions.

Sexual Assault

A family friend fingered me during my mother's birthday party and no-one knows except for me and him.

A guy grabbed me into a corner and tried to put his hands down my pants.

Being sexually assaulted by my friend at my aunt's house and my older brother walked in and he was drunk and didn't do anything and my little brother had to see me try to fight him but I felt like I couldn't scream on the outside though it seemed like I was on the inside.

By far the worst think that has happened to me was when I was small I used to get molested by a family member.

I've been sexually assaulted by a family member that's in my step family.

I 've almost been sexually assaulted.

I almost got raped.

I was sexually assaulted by a guy in his 20's. I was crying when I got home.

I was raped.

I was sexually assaulted as a kid.

I was sexually attacked by 2 guys at school in the stairs.

In Grade 9 and 10 I would walk the halls and gangsters would be calling and trying to talk to me I would just avoid and walk the other way. They would then surround me and start to sexually assault me.

Last year one of my friends took a hug too far. It turned into sexual assault.

My step-dad was touching me up in my private parts. My granduncle also tried to molest me.

Was raped.

Set up by a friend and was gang raped by 3 mans.

Sex assault.

Sexually assaulted.

Sexually abused.

Physical Threats:

A person threatened to beat me up.

Being teased and threatened in school caused a mental break down which made me drop out.

Being threatened or verbally attacked on the TTC or in malls.

Couple of years ago a girl started saying I said something about her and sent another girl to threaten me and scare me off.

I had a girl come up to me and falsely accuse me of doing something I didn't do. Then she threatened me. This happened more than once with the same girl.

I was teased and threatened and bullied.

Me and my friends were regularly teased by black girls and a black guy in the cafeteria at lunch time. They started bullying and swearing at us and threatening for no reason and also asked us to stop talking in our own language.

Only once this girl came up to me and wanted to hit me with a bat in Jane and Finch cause I had red on.

I have been threatened of being beaten up because the girl said I hate Goths and she yelled at me to go and die.

My second week into the school I was walking to soccer practice after school and these three guys in all red jumped this one guy and his girlfriend after school. All five people come to Westview. The three guys in red were throwing punches and kicks at the poor guy and I was just watching. So one of the guys came right up into my face and started threatening me and asking me for money. But my boys came in and handled the problem.

Some people bully me and threaten me.

Some people came up to my door and threatened to rush me because of something.

Someone has threatened me.

Gun Assaults -- including gunpoint robbery:

Two guys came out from nowhere and started questioning me. They didn't know me and by force took my iPod. I couldn't say nothing because they had a gun and I would get beat up or shot.

A shooting at my elementary school park and I made eye contact with the shooter. But I knew the person who got shot and tried to help but I was too little to understand what was going on until the shooter came into our school and shot up the place.

Almost got shot and friend got shot.

Drive by shooting.

Getting stabbed and getting hit with a gun.

I've been shot at more than 20 times.

I've only been threatened once by a person with a gun. That has been the worst so far.

I got a gun pointed to my head.

I was at Yorkdale and 2 guys brought me outside and showed me a gun. They wanted money so I had to give them.

I was coming home with one of my oldest sister one night from work during summer. It was around 1:00 am when a group of guys with their face covered started running toward us. They grabbed my sister and I so they pointed a gun at me and told her that if she didn't let go they were gonna shoot. So she let go and they took everything we had and left.

I was playing baseball with my friends and a group of individuals approached and tried to take the bat. My group refused and they pulled a gun and the cops drove by and they ran.

Was robbed at gunpoint.

Was robbed by two guys with a gun.

Shot at.

Shot by someone.

Someone pulled up a gun on me and almost shot me on the head. That happened to me twice and I am in Canada 1 year and half.

Someone put a gun to my head.

Someone shot a bullet through my window.

Someone showed me a gun in class and told me not to tell anyone.

This other gang I had a beef with chased me with a gun but I got away.

Threatening to shoot and kill me.

Walking home from school to be held up at gunpoint and robbed of \$2.25 (so much money I know). They punched me in the stomach and kicked in my head and back. As they left saying racial slurs.

I was at a party and there was a shoot-out. Someone pointed a gun to my head. I felt I was going to die

At gunpoint I got beat down and robbed of my phone.

Was jumped by some Cripz and they pointed a gun at my head and robbed me then they kicked me and knocked 2 teeth out.

When I saw a girl getting beat up behind Driftwood Community Centre by 3 guys when I went running and screaming two of them pointed a gun at me and the third one was brutally kicking the girl in the stomach and face and when they finished they all left and the girl was left with broken nose and chin. I took her to the hospital.

Sexual Harassment

A person was calling my phone threatening me on a regular basis and sexually harassing me and finally when I had enough I called the police and they made it seem like it was my fault.

I have been sexually harassed by 2 black guys when I was walking home after school and when I went across the street to buy stuff. It made me to never go anywhere alone anymore.

Older men are always chomping at me and asking me for dates.

Some men have pulled my hand and tried to talk to me when I refused to talk to them or ignore them when they try to ask me out.

Some guys verbally abused me in a sex way.

Verbal sexual assault.

As illustrated in Table 10, 565 respondents (65% of the sample) did not provide details about their worst victimization experience. These respondents have either never been victimized or did not want to share the details of their worst victimization experience with the research team. On the other hand, 305 Westview students (35% of the sample) did provide details about their worst victimization experience (see Table 11).

In 52 cases (17% of all reported victimization incidents) the respondent indicated that they were victimized but did not want to disclose the details of the crime (see Table 11). One respondent, for example, simply stated that she was “Too embarrassed to say.” Another respondent wrote, “It is too emotional to write about.” However, we were able

to identify 74 cases of physical assault (24% of all reported victimization incidents), 66 cases of robbery or extortion (22% of all incidents), 29 gun-related crimes (9% of all incidents), 28 cases of sexual assault (9% of all incidents), 27 cases involving physical threats (9% of all incidents), 22 cases of theft (7% of all incidents) and seven cases of sexual harassment (2 of all victimization incidents). Further analysis of the data reveals that:

- Seventy-six percent of the victimization incidents described by the Westview respondents occurred in the past two years: 57% within the past year and 19% within the past two years. Only 11% of the incidents occurred more than 3 years ago (see Figure 11).
- A large proportion of the “most serious” victimization incidents described by the Westview respondents took place at school (36%) or in the area around the school (22%). An additional 16% took place in the respondent’s own neighbourhood. Ten percent of these incidents either took place at the respondent’s own home (7%) or at someone else’s home (3%). The remainder (15%) took place in other public areas including parks, shopping malls, parties and city streets outside of the respondent’s own community (see Figure 12).
- Further analysis reveals that most of the victimization incidents described by the Westview students took place at school or in the area around the school (see Figure 13). For example, 82% of the thefts described by the respondents took place at school (55%) or in the area around the school (27%). Similarly, 82% of robberies took place at school (63%) or in the area around the school (18%). Eighty-one percent of physical assaults also took place at school (63%) or in the area around the school (18%). Three out of every four threats took place at school (48%) or in the area around the school (26%). Similarly, seven out of every ten gun-related crimes (72%) also took place at school (48%) or in the area around the school (24%). However, 28% of gun crimes took place outside of the school environment. Finally, according to the data, sexual assault and harassment are likely to occur at school. Indeed, 71% of sexual harassment cases reported by the Westview students took place at school. In addition, 50% of the reported sexual assaults either took place at school (25%) or in the area around the school (25%). However, 50% of the reported sexual assaults did take place off of school property.
- According to our Westview respondents, one out of every three victimization incidents (34%) involved an offender who was a student at their school. An additional 25% of offenders were acquaintances (defined as someone the respondent had seen but did not know well) and 9% of all offenders were friends with the victim. We cannot determine whether these friends or acquaintances were also students at Westview. Finally, 23% of

the offenders were strangers. By contrast, only 4% were parents or other relatives (see Figure 14).

- Only 17% of Westview respondents reported their “worst victimization” experience to the police. In other words, 83% of the Westview victims decided not to report these criminal incidents to the authorities. The rate of reporting, however, varies somewhat by type of victimization. For example, not a single victim of sexual harassment reported the incident to the police. By contrast, 8% of threats were reported to the police, as were 14% of sexual assaults, 15% of gun crimes, 16% of robberies, 21% of physical assaults and 24% of all thefts (see Figure 15). Clearly, regardless of victimization type, the vast majority of Westview students do not report their victimization experiences to the police.
- All Westview respondents who indicated that they did not report their victimization to the police were asked why they did not report this crime (see Figure 16). On average, respondents gave 4.6 different reasons for not reporting their victimization experience to the police. The most common reasons include: 1) The belief that the police can’t provide protection from offenders (56%); 2) The person feels that they can take care of themselves (71%); 3) The victim does not want to upset their parents (55%); 4) The victim fears that, because of the victimization, parents will prevent them from going out in the future (48%); 5) It is a waste of time to report the crime. The police can’t or won’t do anything about it (58%); 6) The victim is afraid of the offenders and fears reprisals if they report (48%); 7) The victim does not want to be a “snitch” (54%); 8) The victim does not like or trust the police (47%); 9) The victim believes that the police would not take the crime seriously (38%); 10) The matter or incident was too trivial (47%); 11) The victim wants to get their own revenge (38%); 12) The victim does not want to get in trouble with the police (30%); and 13) The victim does not want the offender or offenders to get into trouble (33%).

Clearly, the reasons youth don’t report their victimization experiences to the police are complex. It seems that young people view the decision to report as a rational calculation and thus, weigh the benefits of reporting against the possible consequences. Unfortunately, the vast majority of youth think that reporting their victimization experiences to the police will only make their life more difficult. This “no snitching” phenomena makes it increasingly difficult for school officials and the police to identify and assist young victims of criminal activity. This “code of silence” might also help offenders get away with their crimes and ultimately increase the level of criminal behaviour in the community.

One major concern is that the unwillingness to report victimization experiences to the police may be getting worse. For example, in their 2000 survey of Toronto high school students, Tanner and Wortley (2002) asked the same questions about “worst victimization” experiences that were asked in the current survey. However, Tanner and

Wortley found that, in 2000, 50% of all victimization incidents were reported to the police or another adult authority figure. By contrast, in 2007, less than 20% of Westview and Jefferys students reported their victimization experiences to the police. There are two possible explanation for this gap: 1) Youth are less likely to report their victimization experiences to the police in 2007 than they were in 2000; or 2) Students from the Jane-Finch neighbourhood are less likely to report their victimization experiences to the police than youth from other areas of Toronto.

TABLE 10:
Number and Percent of Westview Students Reporting a “Most Serious” Criminal Victimization, by Type of Crime

MOST SERIOUS VICTIMIZATION	NUMBER	PERCENT
No victimization reported	565	64.9
Victim of a physical assault	74	8.5
Victim of robbery/extortion	66	7.6
Details not specified	52	6.0
Victim of a gun crime	29	3.3
Victim of a sexual assault	28	3.2
Victim of threats	27	3.1
Victim of theft	22	2.5
Victim of sexual harassment	7	0.8
<u>SAMPLE SIZE</u>	870	100.0

TABLE 11:
Number and Percent of All “Worst” Criminal Victimization Cases Reported by Westview Students at Jefferys, by Type of Crime

MOST SERIOUS VICTIMIZATION	NUMBER	PERCENT
Victim of a physical assault	74	24.3
Victim of robbery/extortion	66	21.6
Details not specified	52	17.0
Victim of a gun crime	29	9.5
Victim of a sexual assault	28	9.2
Victim of threats	27	8.9
Victim of theft	22	7.2
Victim of sexual harassment	7	2.3
<u>SAMPLE SIZE</u>	305	100.0

FIGURE 11: Timing of Most Serious Victimization (Westview Student Sample)

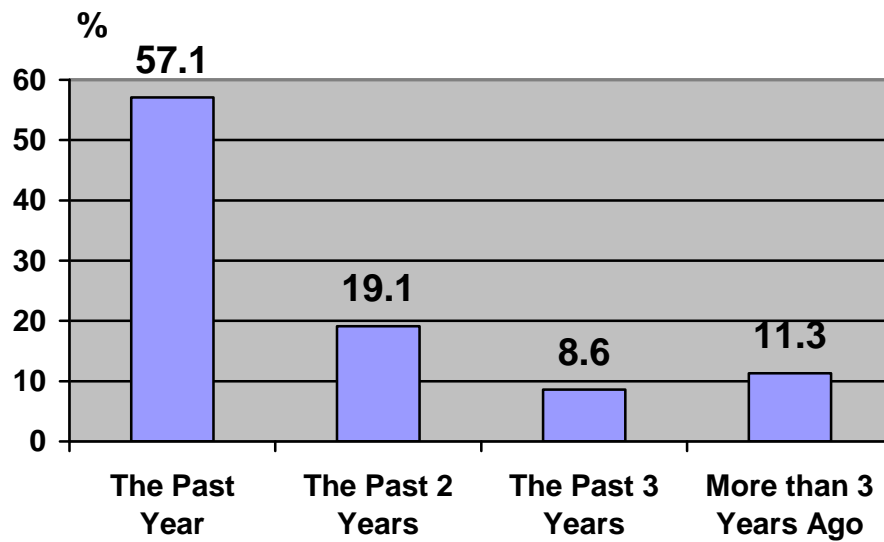


FIGURE 12: Location of Most Serious Victimization (Westview Student Sample)

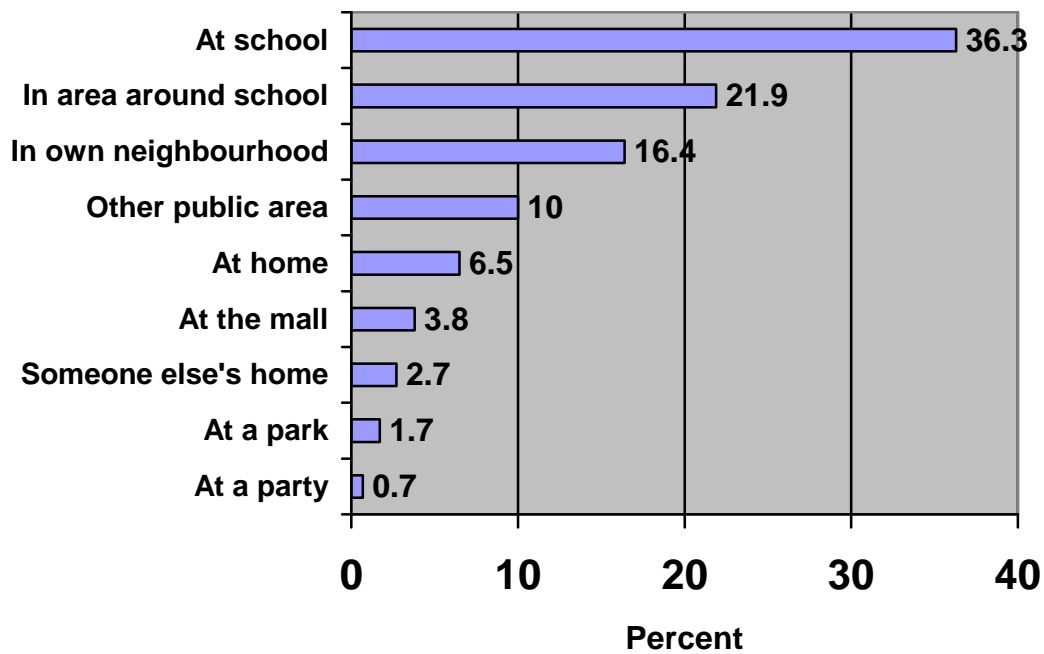


FIGURE 13: Percent of "Most Serious" Victimizations that Took Place at School or in the Area Around School, by Crime Type (Westview Student Sample)

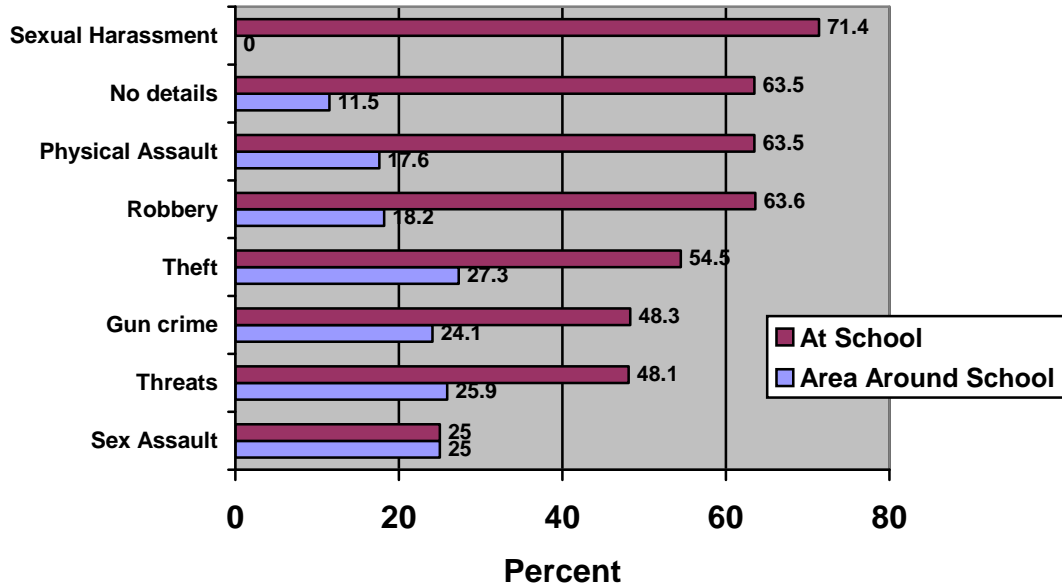


FIGURE 14: Relationship of the Offender to the Victim (Westview Student Sample)

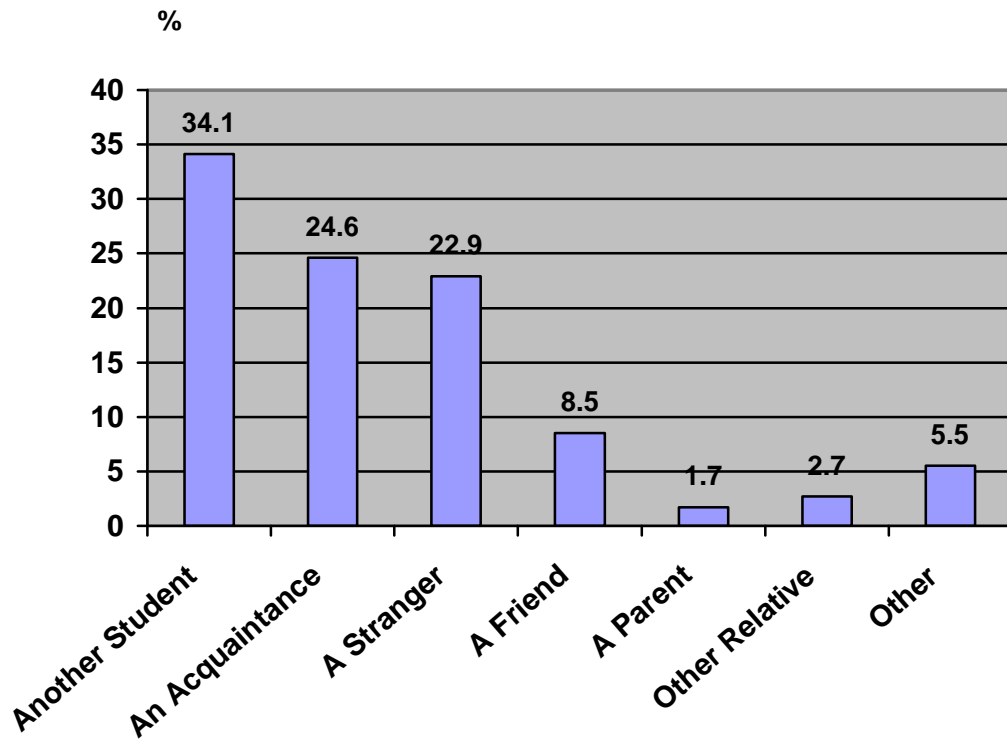


FIGURE 15:
Percent of Westview Students Who Did Not Report
Their "Most Serious" Victimization Experience to the
Police,
by Type of Victimization

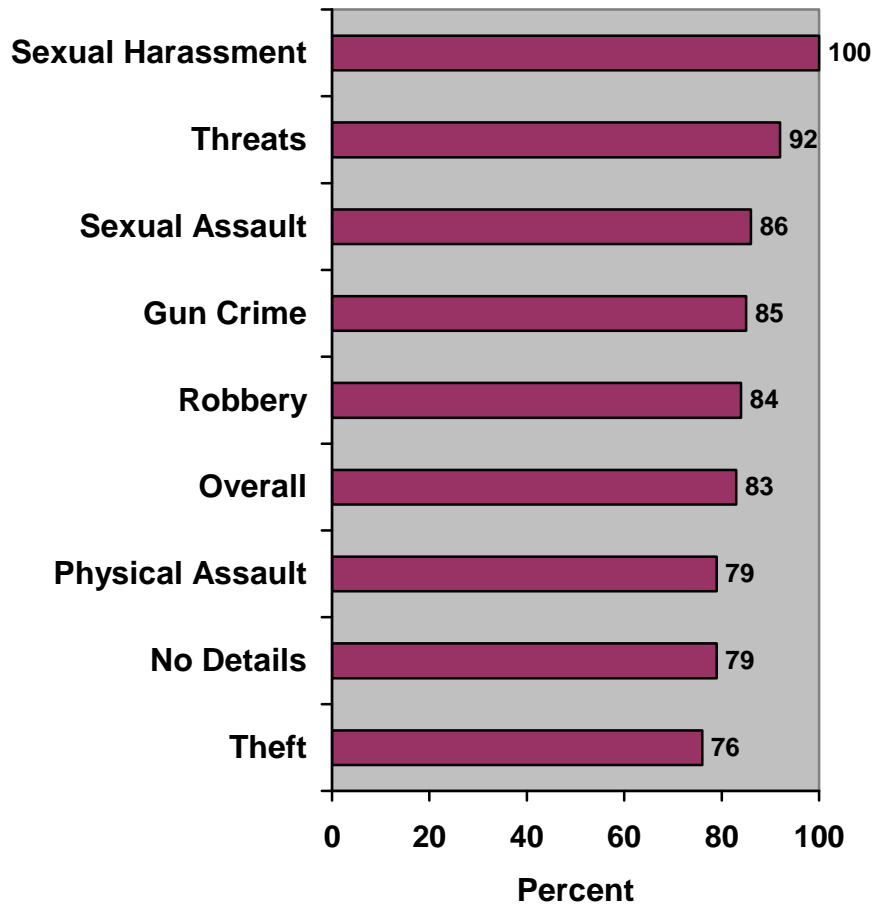
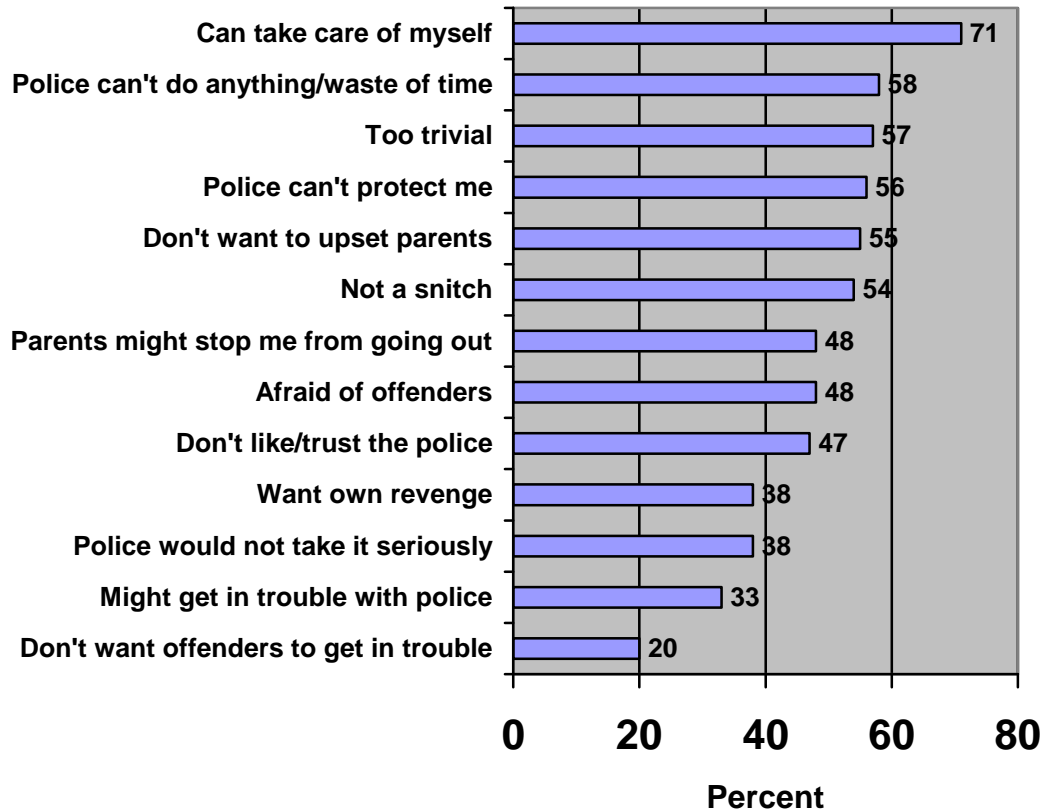


FIGURE 16:
Reasons Westview Students *Do Not* Report Their
Personal Victimization Experiences to the Police



STUDENT EXPOSURE TO WEAPONS

As stated above, the Panel was interested in gathering more detailed information about student exposure to guns and knives in school. Thus, for the Westview student survey, we developed a series of weapons-related questions that were much more thorough than those asked in the June 2007 survey of students at C.W. Jefferys. As discussed above, we also attempted to re-enter Jefferys a second time to administer these new weapons questions to Jefferys students. Unfortunately, our efforts were unsuccessful. Nonetheless, we were able to successfully administer these questions to the students at Westview.

Exposure to Guns

We began by providing the Westview students with the following introduction:

We are interested in knowing what you know about guns and other weapons – both inside of school and outside of school. Please remember that your answers are completely private and confidential. Nobody will know how you respond to each of these questions. Please try to be as honest as possible:

We then asked the respondents the following question: “Over the past two years, do you know of anyone who brought a gun to your school or had a gun on school property?” The results (see Figure 17) suggest that almost one quarter of Westview students (23.3%) know at least one person who brought a gun to school over the past two years. The data also suggest that it is not just one person who has brought a gun to Westview. One out of every ten Westview students (11.1%) knows two or more people who brought a gun to school in the past two years. In fact, one out of every sixteen students (16.4%) knows four or more people who brought a gun to school over the past two years. Interestingly, an additional 15.8% are “not sure” if they know someone who has carried a gun to school.

We next asked our respondents: “Have you ever seen a gun at school or on school property?” We also asked the respondents if they had ever seen a gun outside of school. The results suggest that 22.5% of Westview students have seen a gun at their school over the past two years. (see Figure 18) In fact, one out of every ten Westview students (9.6%) has seen a gun on at least two occasions and 6.5% have seen a gun at school three times or more often. However, the data also reveal that Westview students are much more likely to be exposed to guns outside of school than inside of school. Indeed, almost half of all Westview students (46.5%) have seen a gun outside of school in the past two years. One in four Westview students (26.1%) has seen a gun outside of school on three or more occasions in the past two years.

Further analysis indicates that students who see guns rarely report them to the police or to school officials. For example, although 193 different students stated that they saw a gun at Westview over the past two years, only 15 of these 193 students (7.7%) stated that they reported a gun (that they saw at school) to the police or to a school official. Similarly, although 363 different Westview students claimed that they saw a gun outside of school over the past two years, only 34 of these 363 students (9.3%) indicated that they reported a gun to the police.

We also asked our Westview student respondents if they have been threatened by a someone with a gun over the past two years. (see Figure 19) The results suggest that students are more likely to be threatened with a gun outside of school than inside of school. One out of every ten students (9%), for example, claims that they have been threatened by someone with a gun outside of school in the past two years. By contrast,

5.6% of Westview students have been threatened with a gun while they were in school or on school property.

We also asked the Westview student respondents if they had ever had a gun pointed at them over the past two years. (see Figure 19) One out of every nineteen students (5.3%) reports that they have had a gun pointed at them outside of school. Slightly fewer (3.9%) have had a gun pointed at them while they were at school.

We also asked the respondents if someone had ever tried to shoot them outside of school or while they were at school or on school property (see Figure 19). The results suggest that 4.9% of Westview students have been “shot at” (or had someone try to shoot them) outside of school and 2.8% have been shot at (or had someone try to shoot them) while they were at school or on school property.

Finally, we asked the Westview respondents if they themselves had ever carried a gun to school (see Figure 20). A total of 20 Westview students (2.3% of the sample) indicated that they have carried a gun to school at least once in the past two years. Six students (0.7% of the sample) claim that they have carried a gun to school on many occasions. The data also indicate that students are much more likely to carry guns outside of school than in school. Indeed, 52 students (6.0% of the sample) report that they have carried a gun when they were outside of school (compared to only 20 students who have carried a gun in school). Furthermore, 17 Westview students (2.0% of the sample) claim that they have carried a gun on many occasions outside of school (compared to only 5 students who have carried a gun to school on many occasions).

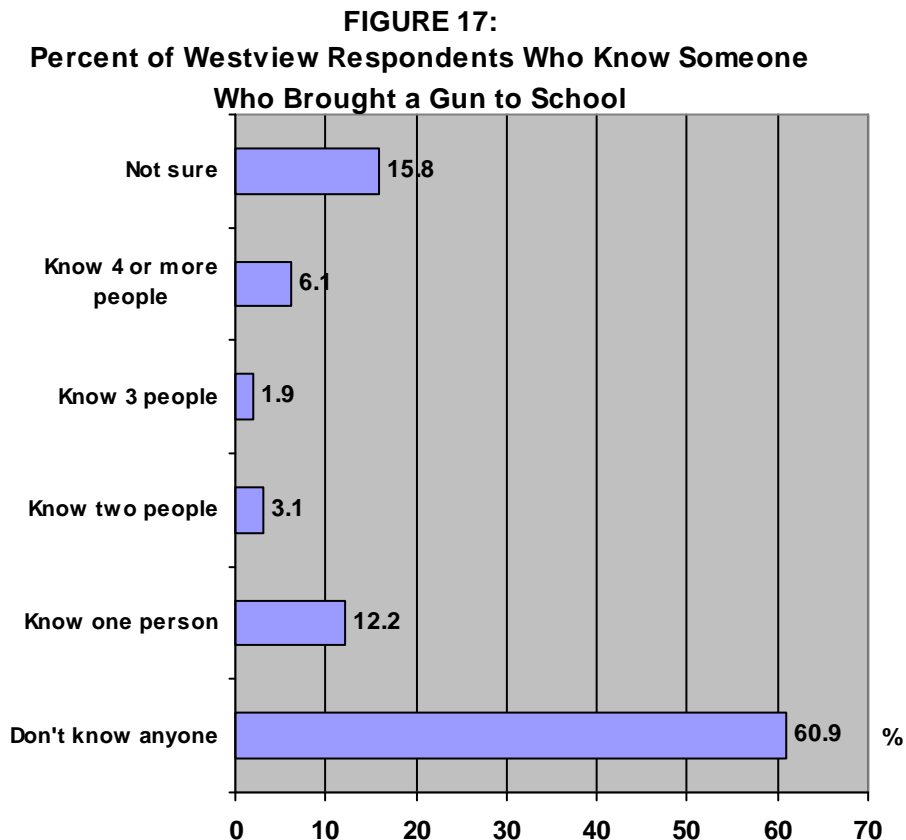


FIGURE 18:
Percent of Westview Student Respondents Who Have
Seen a Gun at School and Outside of School

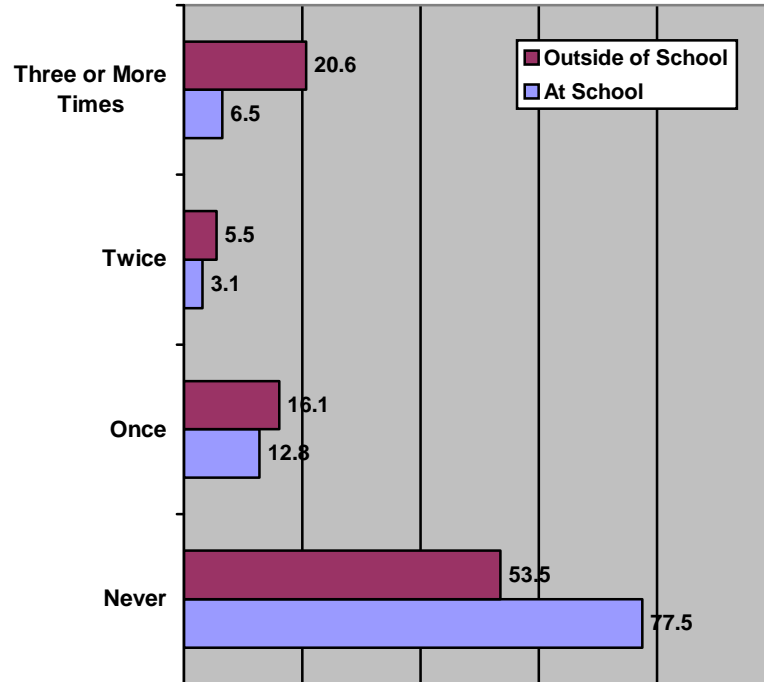


FIGURE 19:
Percent of Westview Student Respondents Who Have
Been Threatened with a Gun, Had a Gun Pointed at Them
or Been Shot at, by Location of Gun-Related Incident

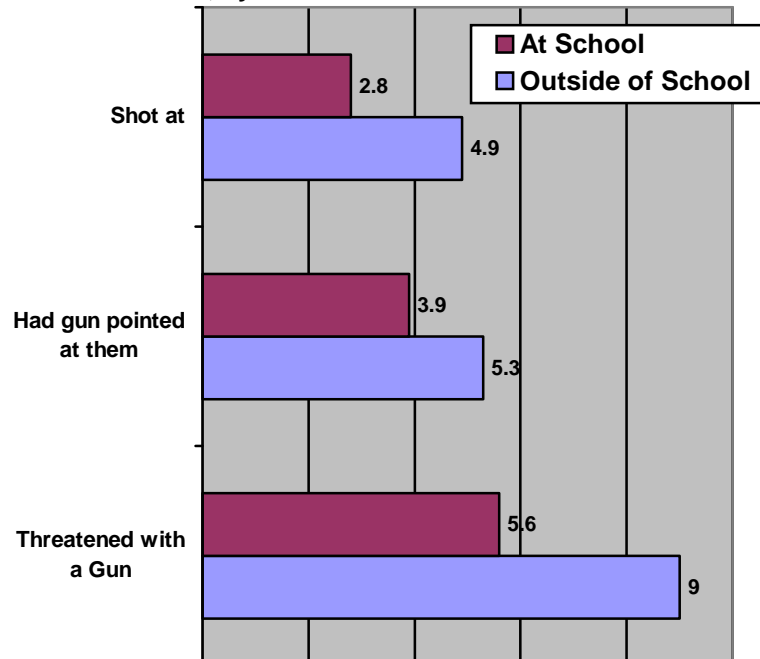
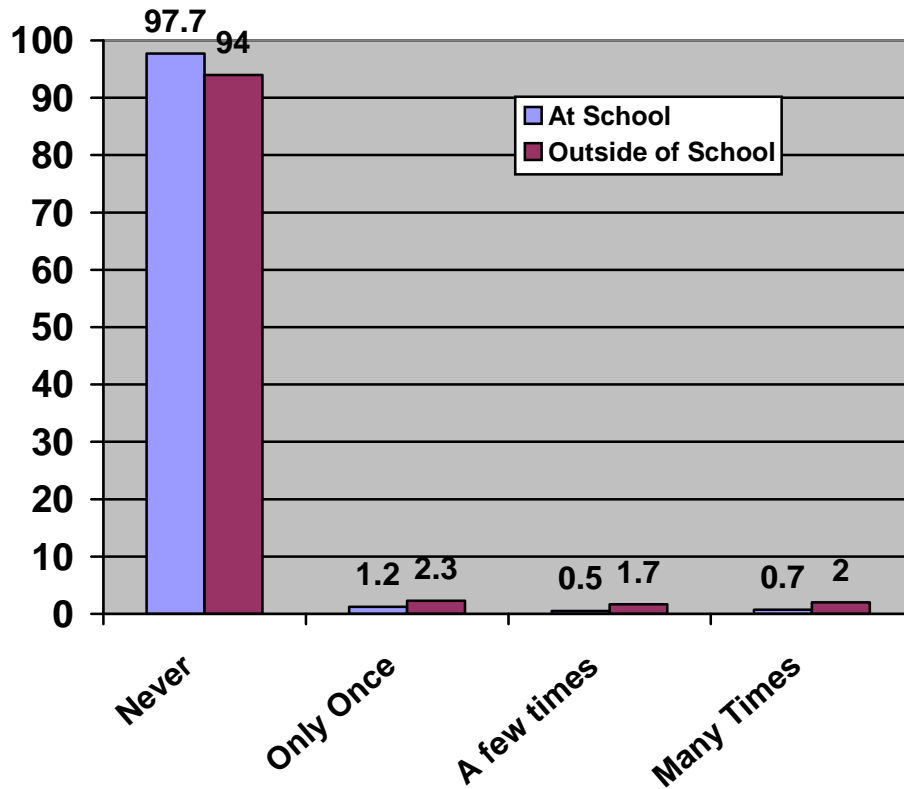


FIGURE 20: Percent of Westview Student Respondents Who Have Carried a Gun With Them to School and Outside of School



Exposure to Knives

The data indicate that Westview students are much more likely to be exposed to knives than guns both inside and outside of school. (see Figure 21) For example, while only 23.3% of respondents know someone who has brought a gun to school, half of all Westview students (49.9%) know at least one person who has brought a knife to school. Similarly, while only 6.1% of Westview students know four or more people who have brought a gun to school, 23.2% know four or more people who have brought a knife to school.

Over half of Westview students (51.9%) report that they have seen someone with a knife at their school over the past two years. (see Figure 22) By contrast, only 22.5% of respondents have seen someone with a gun. Similarly, over one quarter of Westview students (27.4%) report that they have seen someone with a knife at their school on three or more occasions. By contrast, only 6.5% have seen someone with a gun at school on three or more occasions.

Further analysis indicates that students who see knives at school rarely report them to the police or to school officials. For example, although 442 different students stated that they saw someone with a knife at Westview over the past two years, only 19 of these 442 individuals (4.2%) stated that they reported a knife (that they saw at school) to the police or to a school official.

We also asked Westview students if they had ever been threatened or attacked by someone with a knife over the past two years. The results suggest that students are somewhat more likely to be exposed to knife-related violence outside of school than inside school. (see Figure 23) For example, 10.6% of Westview students report that they were threatened by someone with a knife outside of school over the past two years. By contrast, 8.5% claim that they were threatened with a knife in school or on school property. Similarly, the results also indicate that Westview respondents are twice as likely to be stabbed or cut with a knife outside of school (4.4%) than inside of school (2.3%).

Finally, we asked students whether they themselves had ever carried a knife to school or outside of school. (see Figure 24) The data indicate that Westview students are much more likely to carry knives than guns. For example, 141 respondents (16.4% of the sample) claim that they have carried a knife to school. By contrast, only 20 respondents (2.3% of the sample) have carried a gun to school. Similarly, 51 students (5.9% of the sample) have carried a knife to school on many occasions. By contrast, only 6 students (0.7% of the sample) report that they have carried a gun to school on many occasions. The results also indicate that Westview students are only slightly more likely to carry a knife outside of school than to school. For example, 21% of Westview students claim that they have carried a knife outside of school and 16.4% have carried a knife to school.

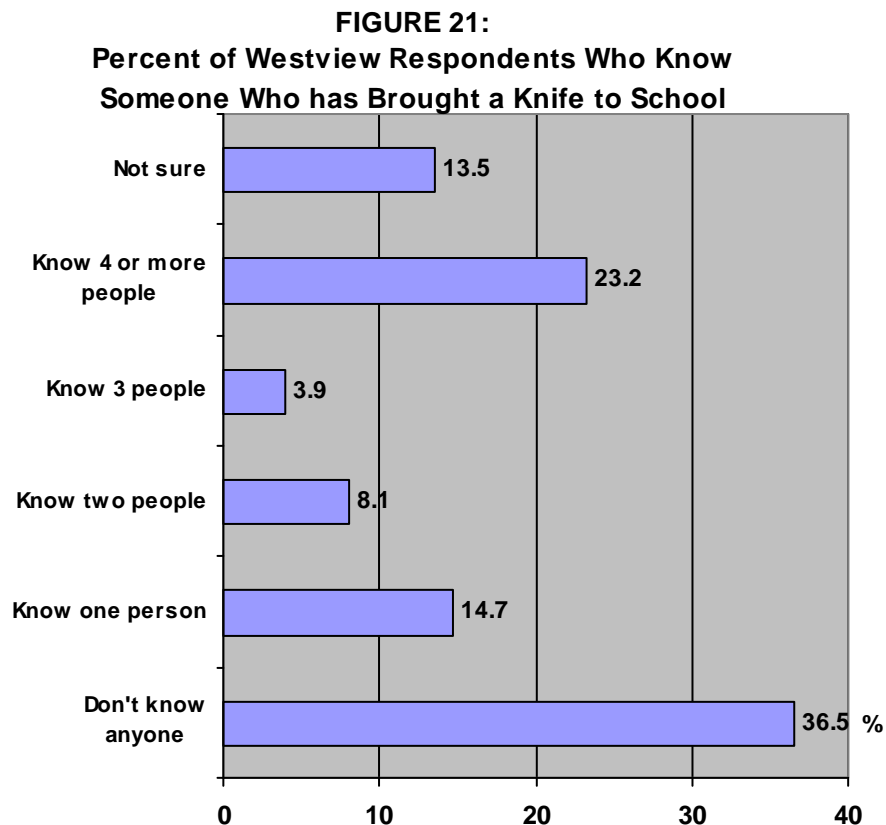


FIGURE 22:
**Percent of Westview Student Respondents Who Have
Seen a Knife at School**

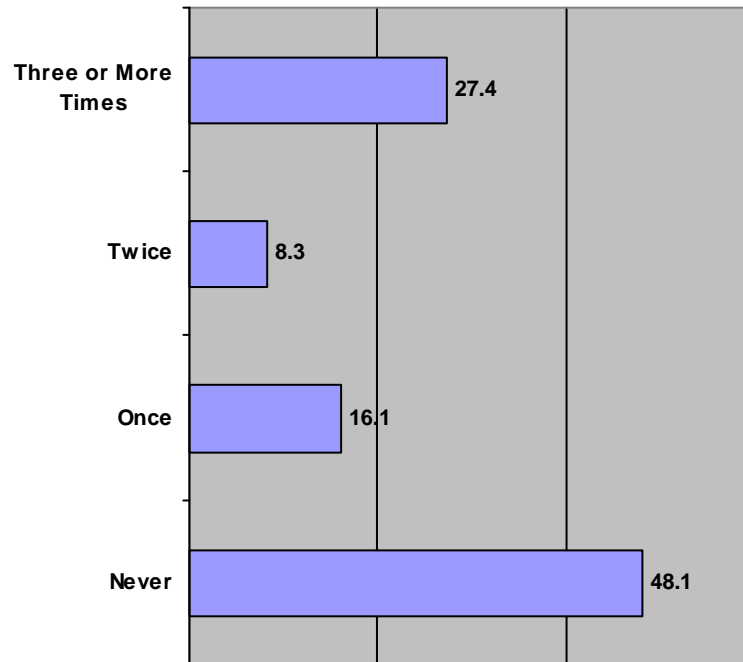


FIGURE 23:
**Percent of Westview Student Respondents Who Have
Been Threatened or Stabbed/Cut with a Knife,
by Location of the Incident**

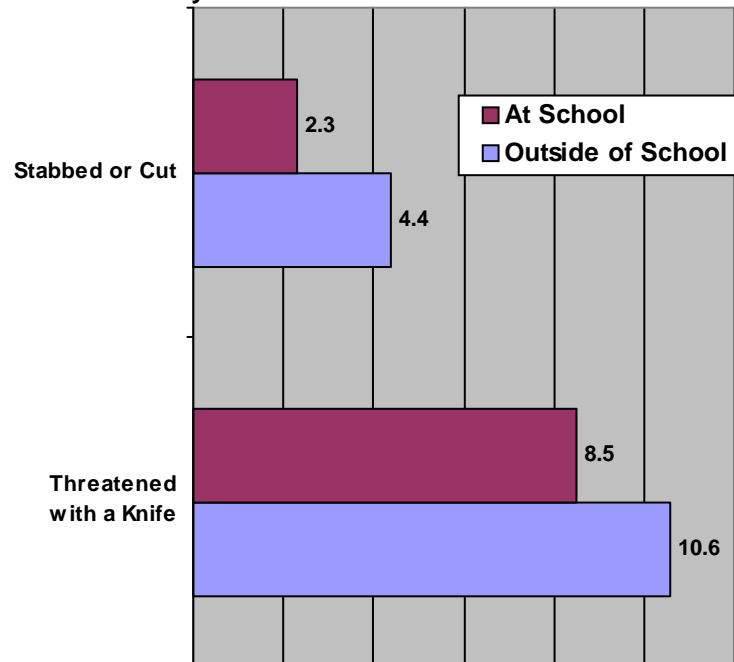
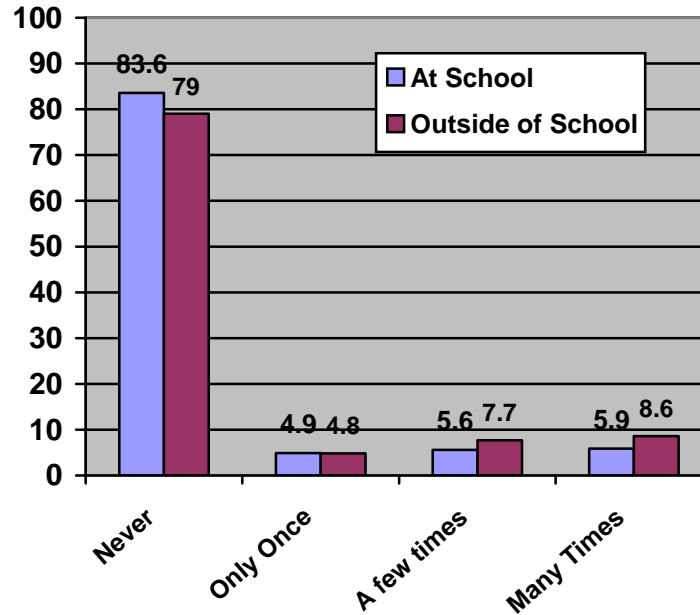


FIGURE 24: Percent of Westview Student Respondents Who Have Carried a Knife With Them to School and Outside of School



The Gangs-Weapons Relationship

As discussed above, many Westview students believe that gangs are a serious problem at their school. Furthermore, the criminological literature indicates that the use of weapons is much higher among gang members than among youth who are not gang-involved. (see Chettleburgh 2007; Wortley and Tanner 2007; Esbensen et al. 2004; Decker and Van Winkle 2004) Thus, we were interested in exploring whether Westview students who were, or had been, the member of a gang were more exposed to guns and knives than students who had never been the member of a gang.

To begin with, our results suggest that most Westview students (79%) have never been involved with a gang. However, 93 students (10.7% of the sample) indicated that they used to be the member of a gang and an additional 39 students indicated that they are a current gang member. Further analysis indicates that exposure to guns and knives is highly concentrated among this population of students. (see Table 12) For example, 16.7% of non-gang students know someone who has brought a gun to school, compared to 48.4% of former gang members and 66.7% of current gang members. Similarly, 17.3% of non-gang students have seen a gun at school, compared to 42.9% of former gang members and 69.2% of current gang members. Gang-involved students are also much more likely to experience gun-related violence. For example, only 2.2% of non-gang youth have been threatened by someone with a gun at school, compared to 20.9% of former gang members and 30.8% of current gang members. Finally, less than one

percent of non-gang youth have actually carried a gun to school, compared to 8.7% of former gang members and 23.1% of current gang members.

Exposure to knives at Westview is also much higher among gang-involved students (see Table 12). For example, 38% of non-gang students at Westview know someone who has brought a knife to school, compared to 68.8% of former gang members and 79.5% of current gang members. Similarly, only 4.8% of non-gang youth indicate that they have been threatened with a knife at school over the past two years, compared to 23.9% of former gang members and 33.3% of current gang members. Finally, only 9.4% of non-gang youth admit that they have carried a knife to school in the past two years, compared to 53.8% of former gang members and 53.6% of current gang members. Clearly, reducing gangs might be a good strategy for reducing or eliminating serious weapons within the school environment.

TABLE 12:
Percent of Westview Student Respondents Who have Been Exposed to Weapons,
By Type of Weapon and Level of Gang Involvement.

Type of Involvement With Weapons	Never a Gang Member	Former Gang Member	Current Gang Member
Know someone who brought a gun to school	16.7	48.4	66.7
Have seen a gun at school	17.3	42.9	69.2
Have seen a gun outside of school	36.6	81.1	78.4
Have been threatened with a gun at school	2.2	20.9	30.8
Have been threatened with a gun outside of school	5.6	25.0	30.8
Had a gun pointed at them at school	1.5	14.1	23.1
Had a gun pointed at them outside of school	2.5	20.7	23.1
Have been shot at while at school	2.2	3.3	10.3
Have been shot at outside of school	1.9	16.3	25.6
Have carried a gun to school	0.3	8.7	23.1
Have carried a gun outside of school	3.1	16.3	33.3
Know someone who brought a knife to school	38.0	68.8	79.5
Saw a knife at school	45.7	83.5	84.6
Was threatened by a knife at school	4.8	23.9	33.3
Was threatened by a knife outside of school	6.9	28.9	35.9
Was stabbed or cut with a knife at school	1.2	7.8	7.9
Was stabbed or cut with a knife outside of school	2.2	11.8	25.6
Carried a knife to school	9.4	53.8	53.6
Carried a knife outside of school	13.9	58.2	59.0
Sample Size	687	93	39

The Weapons Numbers in Context

The percent of Westview students who have been exposed to guns and knives may appear shockingly high to some readers. However, our review of the academic literature suggests that the statistics produced by the Panel survey are quite consistent with other Canadian research. Although research on youth weapons use in Canada is extremely limited, the studies that have been conducted strongly suggest that exposure to knives and

guns is not restricted to Toronto or more specifically to high schools in the Jane-Finch community. The following results help to illustrate this point:

- A 1999 national survey of Canadian youth (aged 12-15) found that 3% of boys had carried a gun in public and 10% had carried a knife (Fitzgerald 2003). This study did not investigate the percentage of students who had carried weapons to school.
- A 2000 survey of over 3,300 Toronto high school students (from 30 different schools) asked respondents if they had ever carried a hidden weapon – like a knife or gun – in public (Tanner and Wortley 2002). The results indicate that 24% of Toronto high school students had carried a hidden weapon at some time in their life and 15% had carried a weapon in the past year. Unfortunately, this study did not distinguish between guns and other weapons, nor did it ask questions about carrying weapons to school.
- The biannual survey of Ontario high school students -- conducted by the Centre for Addiction and Mental Health (CAMH) -- found that 10% of student respondents had carried a weapon on a “regular” basis (Paglia and Adlaf 2003). This study, however, did not distinguish between guns, knives and other weapons.
- In 2005, for the first time, the CAMH survey of Ontario high school students asked a question about gun carrying. The results suggest that 2.2% of Ontario high school students had carried a gun with them in the past two years (CAMH 2006). By contrast, the Panel survey found that 2.3% of Westview students had carried a gun to school and 6% had carried a gun outside of school.
- A 1997 survey of Alberta high school students also asked about gun and knife possession (Paetsch and Bertrand 1999). This study found that 28% of students had carried a weapon to school, 15.9% had carried a knife and 2.6% had carried a handgun. These numbers are very similar to the results of the Westview survey (discussed above).

Perhaps the most extensive research on weapons use among Canadian youth was conducted by Professor Patricia Erickson (University of Toronto) and Jennifer Butters (CAMH). In 2003, these researchers conducted interviews with a random sample of 456 students from eight Toronto high schools and a random sample of 448 students from eight Montreal high schools. High schools were selected to include students from middle and upper class neighbourhoods as well as students from disadvantaged communities (see Erickson and Butters 2006). It is important to note that students from Westview Secondary and C.W. Jefferys Collegiate did not participate in this study. The results of this study indicate that:

- 28% of Toronto high school students and 23.6% of Montreal students know someone who carries a weapon to school.
- 21.5% of Toronto high school students know someone that has carried a gun to school. This figure is almost identical to the percentage of Westview students (23.3%) who reported that they know someone who has brought a gun to school. Interestingly, only 7.2% of Montreal students report that they know someone who has carried a gun to school.
- 7.1% of Toronto high school students and 4.7% of Montreal students indicated that someone has threatened or tried to hurt them with a gun. These results are strikingly similar to the results of the Panel survey. If you recall, 5.6% of Westview students indicated that they had been threatened with a gun at school and 9% had been threatened with a gun outside of school.
- 40.0% of Toronto high school students and 41.2% of Montreal students indicated that they had carried a weapon outside of school.
- 15.1% of Toronto high school students and 18.7% of Montreal students indicated that they had carried a weapon to school.
- Erickson and Butters (2006) also found that 4.2% of Toronto high school students and 2.8% of Montreal students had carried a gun in public. However, less than one percent of Toronto high school students (0.8%) and only 2.2% of Montreal students reported that they had carried a gun to school. Thus, a comparison of results suggests that Westview students may be somewhat more likely to carry weapons to school (2.3%) than students from other Toronto high schools (0.8%). Some might consider this result predictable considering Westview Secondary is located within one of the most economically disadvantaged and crime-prone communities in Canada.

In summary, according to the results of other Canadian studies of youthful populations, exposure to guns, knives and other weapons is not restricted to Westview or other high schools within the “Jane-Finch” community.

Reasons for Not Reporting Weapons

As discussed above, students who have actually seen guns or knives at school rarely report them to the police or to school officials. We further pursued this line of investigation by asking all Westview students -- even those who had never seen a weapon at school -- the following hypothetical question: “If you knew about a student in your school with a gun (or a knife) would you report it to a teacher, a school official or to the police?” The results indicate that only 25% of Westview students would report a student with a gun. By contrast, 24% stated that they would never report a student with a gun and an additional 51% stated that it would “depend on the situation.” The results with

respect to knives at school are similar. Only 21% of Westview students indicated that they would report a student with a knife, 28% said that they would never report a student with a knife and 51% stated that it would “depend on the situation.” Those students who indicated that they would not or might not report weapons at school were subsequently asked the following question: “Why would you not report a gun (or a knife) to your teachers or to the police? Why would you not talk to these people about a student with a gun (or a knife)?” The results suggest that Westview students would not report weapons for several different reasons: 1) They are frightened that the person carrying the weapon (or their associates) might seek revenge; 2) They subscribe to a “code of silence” and do not want to be labelled a snitch or a rat; 3) The person with the weapon might be a friend or a family member; 4) They do not trust the police; 5) They feel that it is okay or justifiable to carry a weapon (i.e., weapons are sometimes carried for protection); 6) They would talk to the student themselves about the weapon; and 7) They think that students carrying weapons to school are “none of their business.” Of course, it is quite possible that students who state that it is “not their business” are simply afraid of the possible consequences of reporting. Westview student comments that reflect the various reasons for not reporting weapons at school are provided below.

Fear of Victimization

Snitches get stitches.

A man could get hurt. Feel me?

I'm afraid of being the next victim

They ain't doing nothing to me. I'll get shanked.

Because I don't want to get shot with the gun.

Because I'm scared that the person's friends or family would try to shoot me and try to hurt my family.

Because I am not a rat. I don't want to get shot.

Because I don't want to live my life in fear of that person coming after me.

Because I don't want to get my ass killed.

Because I would be accused of being a snitch and might get hurt.

Because I would not want to get involved with the situation. I also wouldn't want to have a confrontation with the person if they found out I was the one that reported it.

Because if I did the person who showed me the gun will know that I told because the person would only tell 1 or 2 people so therefore when they get in trouble they will sent someone else after me. I love my life too much

to snitch.

Because if I do report the person will find out who snitched and would beat me up.

Because if I report they will shoot me. I would die.

Because if I told the teacher the person with the gun might come after me and I would feel scared.

Because if the person found out I told that they had the gun my life could be in danger and I don't want that to happen as I have a child at home to care for.

Because if the person with the gun knew I reported them they would try to hurt me.

Because if the person knew it was me the person would of shot me or rush me.

Because if they find out they'll call me a snitch or shoot me.

Because in this neighbourhood, if you tell on someone and they get arrested then you are as good as dead.

Because it could put other people in danger depending on the situation. If I snitch then someone gets hurt or it could put me in danger.

Because my family or I might be the next victim.

Because reporting it may cause more trouble and you can never take the chance that your name will get called up!

Because the next day I will be shot dead.

Because the person might come back at me with the rest of their friends and do something to me.

Because the person might find out it was you who told and come after you!

Because the person who had the gun may find out and harm me and my family.

Because the student might shoot me.

Because they might come after me because let me tell you when a man has a gun he has enough balls to pull it out he must have a lot of back up and believe me if I tell on him I won't look so pretty after that day.

Because they will find out and kill me. I am scared.

Because what if the teacher told someone then the information rotates. Don't you think the perpetrator would eventually find out! Then I would have to run to save my life!!

Because what if they find out that I reported, then they will be after me.

Because when you report a person in the possession of a gun you are taking a very big risk. Imagine the person find out that you told police about him/her! The person will come after you with his/her gang and next thing you know you'd be drenched in blood with a bullet in your head.

Cause maybe when you talk about it then that same person may come back and shoot the person who had told on them so that why maybe I would not report.

Cause they might want to shoot me if I snitched.

Don't want to get into trouble or involved in gangs that have guns. If the report is confidential I might think about talking to the teacher or to the police.

Duh, cause they have a gun? They would kill you if you snitch.

I'd rather not because in the future me or more importantly my family would be in danger.

I do not want to get involved. What if he finds out I told on him and he tries to shoot me?

I don't report because I'm afraid the guy will know who tells the Principal then they will hurt me.

I don't wanna get shot.

I don't want to get killed.

I probably wouldn't because if the person found out he/she would come after me.

I said maybe because I would be scared that the person with the gun

would attack me because they know I was the only one that would know.

I will be scared so I might keep it to myself.

I would get beat up. Don't want to snitch.

I would not report because if the person found out that I reported they will shoot me or hurt me.

I would not report it if they threatened me or saw me see it. Because I don't want them to come looking for me or my family.

I would not say anything because I don't want to be a snitch and I don't want anyone having revenge for the person that snitched on them.

I wouldn't tell anyone because they could find me and then probably do something to me.

If I do say something it will involve me in the situations and knowing he has a gun I wouldn't want to get involved.

If I do, there is a chance that the person will hunt me down.

If someone found out you snitched, you can get beat up or shot, so it depends on what is happening.

If that person was caught with the gun and they know you told someone about them that person may come after you.

If you tell on someone you would just get hurt by the person in possession of the weapon. I intend on not bothering with the situation so myself or others will not get hurt.

It's a situation that could cause you being assaulted or badly hurt.

They might come after me because I snitched.

No, I wouldn't report this incident to the police or any teacher in my school because I would be scared of this getting out to the public and the victim getting to know that I was the cause for his being arrested and jailed. He might attack me later.

Not my business and you would be putting your life in danger if the person finds out. The police do not protect you. You can't be protected all the times!

Only because the person with the gun always finds out who told on them and then your life is done right there.

People may kill you or others if you report them.

Peoples be coming after you for snitching. If it was somebody I don't know and they were gonna use it on someone I do know that then I would tell someone

Reporting the gun to my teacher or the police will be putting my life in danger.

Snitches beware. Snitching gets you killed and to be honest I like my life...but if I thought the situation would get out of hand then I would report it.

The only reason why anyone in general wouldn't tell is because they value their own life.

The person with the gun might find out and come after me.

They might come back after you and sometimes no one will help you out and everybody will just watch you die.

They might kill me.

They might seek revenge on me.

They shoot you if you piss them off.

Code of Silence (Not a Snitch)

It is the law of street life. A person may not rat, report on any means of addressing gang activity to authority figures or the person must face the consequences.

I wouldn't report it because I don't like to get into something like that. I know that it's best if I do report it but I don't know. It's a small world. Word gets out one way or another. I wouldn't report it because its the code--don't snitch

Because I ain't no snitch

I would not talk to any of those people about a gun because it's none of my business. I'm also not no informer.

Because snitching on a friend may cause more problems.

Because I am not a rat!

Because I don't trust police and I don't snitch.

I wouldn't report it because I'm not a snitch.

I would not report it because I would not want to be a snitch

If I feel someone's life is in danger, maybe. But I wouldn't wanna snitch for no reason.

No one wants to be a snitch.

No snitching!!

Stop snitching!!!

I would not want to snitch.

I don't like to snitch.

Maybe people call you a snitch.

I don't like ratz.

Cuz I ain't no snitch!

I'm not a rat.

I'm not a snitch

I don't snitch

I ain't a snitch.

Because I don't want to be a snitch.

Because as they are my acquaintances to them I'll be seen as a snitch or rat and the consequences could hurt me.

Because I wouldn't want to get that person in trouble and I'm scared to tell on that person. I don't want people calling me a snitch.

G-code.

Because the number one rule is no snitching! And because you should stay out of mix up and mind your own business if your smart.

Distrust of Police/School Authorities

It causes complications. The school isn't really confidential when it comes to those kinds of situations. I have also had a situation handled in the office which caused my first school fight. Students and myself have found out things shared in the office or we put the pieces together looking at people going in or out of the office. The point is if the person wanted to find out it was you they will, and they can, and they did in the past.

Over reaction and teachers as well as those higher up are not tactful enough to deal with these situations. As well as the fact even though they say no one will know when you reports it students always find out.

Because although it's unsafe some police needs your witness whether they did really had a gun during the time so I like to keep myself private and confidential. I would only report if it was a threat to my close friend.

Because I don't trust police and I don't snitch.

Because I would rather be anonymous and by telling a teacher/police everyone would know.

Because once you tell a teacher/principal they would announce bringing a gun to school on the P.A. and others would obviously find out who told or "snitched."

Because the teachers wouldn't take it seriously.

Depends on which teacher and how they will take it. I have been at Westview for about 1 1/2 months and there are some teachers that do not respect our privacy.

I would not because teachers are informers.

Not my business and you would be putting your life in danger if the person finds out. The police do not protect you. You can't be protected all the time!

Teachers sometimes don't take things serious. It feels like they're only here to benefit them, money seems like what they're up to. They don't want to put up with such nonsense.

I hate the police.

The police don't care about me.

The police won't do anything.

The police would not care to protect me.

To Protect Friends or Family

Because if it's someone close to me like a good friend or family I would not snitch/rat on them.

Because it could be one of my friends or relatives.

Because it might belong to your friend.

Because snitching on a friend may cause more problems.

Because they is my niggaz.

Depending on the situation. I feel there are, not specifically valid, but there might be reasoning but if not I would warn them to get rid of it. But I would not report it. I don't want to get a friend in that type of trouble.

He was my friend.

I would not do so because that person can be my close friend, and even if I did I would get into more trouble. I would also talk to my friend about how it's negative.

I wouldn't report it because it could be a very close friend of mine. Also, I would be a snitch!! And everyone would make or threaten to kill me for ratting out on that person or friend.

If it was a friend, no. If I got caught snitching something would happen.

If the student is my friend I wouldn't really mind if he had it. I would just tell him/her not to do anything with it.

It depends if it was my friend with it.

The person who had the gun could be your friend and a person that you know.

The student may be a friend. I would likely want to talk sense into that person before addressing the authority.

I would not do so because that person can be my close friend and even if I did I would get into more trouble. I would also talk to my friend about how it's negative.

If it was someone I knew, I would try to talk them out of not having it. If the person continued, I would make sure that they don't have it on school property. But if all fails, I still wouldn't report it because I don't want to have the reputations of a snitch.

If it was a friend, no. If I got caught snitching something would happen.

If the student is my friend I wouldn't really mind if he had it. I would just tell him/her not to do anything with it.

Would Talk to Student Themselves

Main reason, I wouldn't want to snitch and then the person I snitched on found out that I told on them. If it was a friend of mine, I'd personally talk them out of it myself.

If I knew the person I would talk to them about why and if I did not I would not want to get into the business because I would probably be their next victim.

It's not my problem. I will try and stop them but if that don't work then who don't hear must feel the consequences.

If I didn't get involved, it would not have concerned me. If it was someone close to me I would convince them to put away the gun and would have never told the police. It is a waste of time.

I would talk to the student about it myself.

I would talk to the student to ask why did they bring a gun to school and ask if the student have any problem.

I would try to talk to that person and get them to get rid of their gun on there own but if that doesn't work I'd report it.

I wouldn't because I have a different way that I can let the person forget about the gun.

Not My Business

Cause it isn't my business, if it is not mine and not happening to me or my friend it is not my business and if I felt guilty maybe I would report it (and maybe the teacher would call my name that I said it and everyone would

hate me.

Because I don't feel like reporting and it's none of my business so it shouldn't be the teacher's either.

Because if it's not towards me its none of my business.

Because it's none of my business.

Because it's not my problem.

Because it ain't my business.

Because it has nothing to do with me so I don't really care.

Because it isn't my problem and even if they have one on school property I know they are not going to use it.

Because it's none of my business.

Because its not my problem or my business.

Doesn't really involve me.

I choose not to say anything at all, its not my business.

I don't get into other people's business.

I don't wanna put my nose in something.

I would not say nothing because its not my problem.

If I think that no one will get hurt at least none of my friends then it's none of my business. Unless I knew the person is going to shoot someone.

If somebody had a gun without any intentions of using it I don't think it would be necessary for me to report it. If somebody else feels threatened, then they have every right to say something.

It's none of my business.

It's not my concern.

It doesn't concern me so I don't give a Ross-clot.

No snitching, not my problem.

None of my business, unless it is my business. There are police officers for a reason.

Unless it would be pointed at me or a close friend. It's not my business.

Well I would not report it because I am not involved with the situation.

Well in society most people don't stick their nose in situation they don't belong in.

Weapon is for Protection (Weapon is Justified)

I would not talk to anyone about the gun because it's not my business and the student probably needs the gun for protection.

I wouldn't talk to these people about a gun in my school because I wouldn't want to get myself in mix up and also I don't think they brought it to use it. Because a lot of people have guns and knives just to show for protection.

Because he didn't fire it. Some people carry guns or knives for their own safety.

Because I believe the student with the gun wouldn't shoot anybody and the just have it for protection.

Because it depends if the person needs the gun for self-defense or to protect something. But if he/she were to kill an innocent person I would definitely tell the official.

Because maybe it's a fake gun or it's just for intimidation or protection.

Because the guns I've seen by friends were not threats but for protection use only. Plus they're not a threat to me so it wouldn't really matter.

Because the student might have it on them for protection.

Depending on the situation! Sometimes they bring it to show off where if it was that the students brought it for a purpose to shoot someone then it would be different.

I once had this guy in my class. He used to bring guns to school. I never thought it was a big thing. He did it for protection.

If someone got hurt then I would report it, but if they just have it and not doing anything with it there's no point.

If the person has it protect himself from other groups with guns I wouldn't report it.

If the student is not harming anyone there is no reason to tell.

If they're not using it or don't plan to use it then they're fine.

If they are planning to hurt someone I would report. Would not report it if it is just for show.

It would depend as long as they don't plan to use the gun on anyone or anything then there is no threat.

School is dangerous. You need something to feel safe.

The person probably has the gun to protect themselves.

SEXUAL HARASSMENT AND ASSAULT AT WESTVIEW

In the next section of the questionnaire, we asked Westview students about their experiences with sexual harassment and sexual assault both at school and outside of school. Sexual harassment was measured by responses to the following question: "At your school has someone ever said unwanted sexual things to you that upset you or made you feel uncomfortable?" The results (see Figure 25) suggest that 32% of female students have been sexually harassed at school in the past two years. By contrast, only 8% of male students reported sexual harassment at school over the same time period.

Minor sexual assault was measured by responses to the following question: "At your school has someone ever touched or grabbed you in a sexual way when you did not want to be touched?" The results indicate that 28% of female students at Westview have been the victim of minor sexual assault over the past two years, compared to 8% of male students. (see Figure 25)

Finally, major sexual assault was measured by responses to the following question: "At your school has someone ever sexually assaulted you? Has someone ever forced you to have sex at school against your will?" We also asked the students if they had ever been the victim of sexual assault outside of school. The results suggest that female students are more likely to become the victim of a major sexual assault outside of school than in school. (see Figure 25) For example, 12.4% of female students reported that they had been sexually assaulted outside of school in the past two years. By contrast, 6.9% of female students at Westview indicate that they had been the victim of a major sexual assault at school in the past two years. As with the results related to sexual harassment and minor sexual assault, female students are also much more likely to report major sexual assault than male students (both inside and outside of school).

As with other forms of student victimization, further analysis reveals that very few victims of sexual assault actually report their victimization to school authorities or the police (see Figure 26). For example, the data indicate that there were 152 victims of minor sexual assault at Westview over the past two years. However, only 21 of these victims (13.8%) actually reported this harassment to school officials or the police. Similarly, the data suggest that 40 respondents were the victim of major sexual assault at Westview in the past two years. However, only 5 of these respondents (12.5%) reported their victimization to school officials or the police.

In addition to asking students about their own experiences with sexual harassment and sexual assault, we also asked whether they knew of any other Westview students who had been sexually assaulted in the past two years. (see Figure 27) The results suggest that 32% of Westview respondents know at least one student who was sexually assaulted at school in the past two years. Similarly, 37% know at least one student who was sexually assaulted outside of school. Further analysis reveals that one out of every ten students knows two or more students who were sexually assaulted at school in the past two years. By contrast, 13% know two or more students who were sexually assaulted outside of school.

FIGURE 25:
Percent of Westview Student Respondents Who Have Been the Victim of Sexual Harassment and Sexual Assault

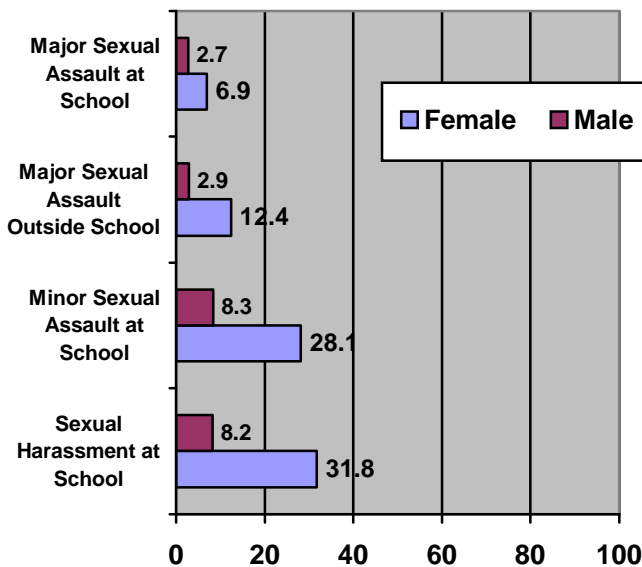


FIGURE 26:
Percent of Sexual Harassment and Sexual Assault Victims from Westview Who Reported their Victimization to the Police, Parents or School Officials

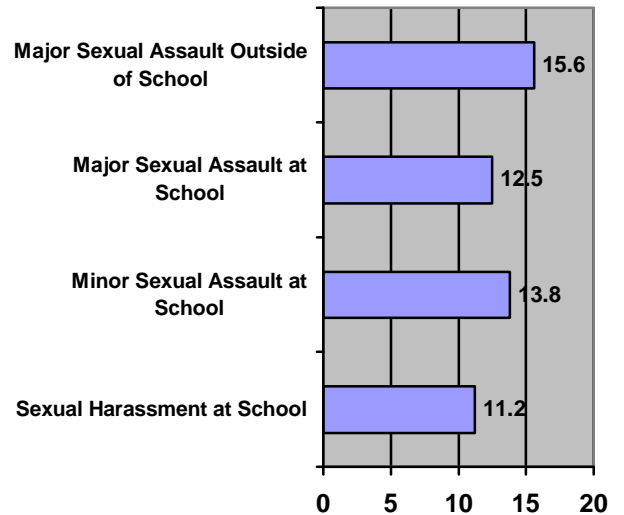
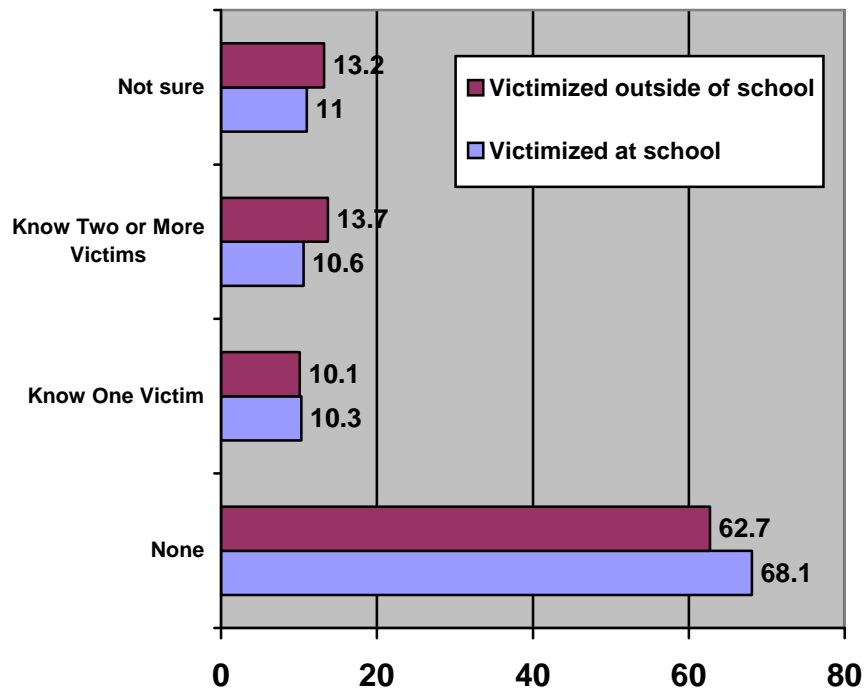


FIGURE 27: Percent of Westview Students Who Know Someone Who Was Sexually Assaulted at School or Outside of School



A specific mandate of the Panel was to study the sexual victimization of racial minority females. (see Table 13) The results suggest that mixed race (37%), White (36%) and Black females (35%) at Westview are more likely to report sexual harassment at school than females from other racial backgrounds. However, the statistics for White females should be interpreted with caution. There are only 11 white females in our Westview student sample and this small number makes broader generalizations difficult. South Asian females are the next most likely to report sexual harassment at school followed by Asians (24%) and West Asians (15%).

White females are also most likely to report minor sexual assaults at school (36%), followed by Black females (30%), South Asian females (29%), mixed race females (28%), Asian females (26%) and West Asian females (15%). White females are also most likely to report a major sexual assault at school (18%), followed by mixed race females (12%), West Asian females (8%), Black females (7%), Asian females (5%) and South Asian females (3%). The results also suggest that, regardless of racial background, female students from Westview are more likely to be sexually assaulted outside of school than inside school.

TABLE 13:
Percent of Female Student Respondents from Westview Who Have Experienced Various Types of Sexual Harassment and Assault, by Racial Background

Type of Sexual Victimization	Black	South Asian	Asian	West Asian	White	Mixed Race
Sexual harassment at school	35.1	30.1	24.1	15.4	36.4	37.3
Minor sexual assault at school	29.7	28.6	26.5	15.4	36.4	27.7
Major sexual assault at school	7.4	3.3	4.8	7.7	18.2	12.1
Major sexual assault outside of school	14.8	5.6	10.8	0.0	36.3	16.4
Know someone who was sexually assaulted at school	24.3	32.3	9.6	15.4	45.5	26.5
Know someone who was sexually assaulted outside of school	26.3	32.3	26.5	7.7	36.4	32.4
Sample Size	151	93	83	13	11	67

We also examined whether the religious background of female students from Westview is associated with self-reported sexual victimization. (see Table 14) Much of this focus was sparked by alleged sexual assaults against Muslim females at C.W. Jefferys. The results indicate that Christian females (39%) and females with “no religion” (36%) are more likely to report sexual harassment at school than female students from other religious backgrounds. Hindu females are the next most likely to report sexual harassment (34%), followed by Muslim (23%) and Buddhist females (23%). The data also indicate that Christian females (33%), Hindu females (30%) and those with no religious background (31%) are more likely to experience minor sexual assaults at school than students from other religious backgrounds. Only 19% of Muslim females indicated that they had been the victim of a minor sexual assault at school in the past two years. Finally, the data also indicate that Christian females, along with females with no religious background, are more likely to report major sexual assaults – both inside and outside of school – than students from other religious backgrounds. For example, 11% of Christian females report that they were the victim of a major sexual assault at school in the past two years, followed by 9% of females with no religious background, 5% of Buddhist females, 5% of Muslim females and only 3% of Hindu females. It should also be noted that, regardless of religious background, female students from Westview were more likely to be sexually assaulted outside of school than in school.

In summary, according to the survey findings, there is little evidence to suggest that Muslim women at Westview are more vulnerable to sexual harassment or sexual assault than females from other religious backgrounds. However, it is possible that this finding

may reflect a greater reluctance among Muslim females to report or discuss experiences with sexual victimization.

TABLE 14:

Percent of Female Student Respondents from Westview Who Have Experienced Various Types of Sexual Harassment and Assault, by Religious Background

Type of Sexual Victimization	No Religion	Muslim	Hindu	Buddhist	Christian	Other
Sexual harassment at school	36.1	22.7	33.8	22.6	38.5	24.1
Minor sexual assault at school	31.4	19.4	30.0	24.2	32.7	20.7
Major sexual assault at school	8.6	4.8	2.8	4.8	11.3	0.0
Major sexual assault outside of school	14.3	7.8	7.0	8.1	19.6	3.6
Know someone who was sexually assaulted at school	18.9	28.8	31.0	9.7	25.9	17.2
Know someone who was sexually assaulted outside of school	27.0	25.8	35.2	29.0	24.7	34.5
Sample Size	36	66	71	62	161	29

WITNESSING CRIME

We also asked our student respondents from Westview if they had ever *witnessed*: 1) A shooting or gun battle; or 2) A serious physical assault or beating. We also asked respondents when they last witnessed each type of crime and whether they reported the last incident they witnessed to the police. The results indicate that a large proportion of students at Westview have witnessed serious criminal incidents. (see Figure 28)

- Half of all Westview students (48%) indicate that they have witnessed a serious attack or beating in their life. Forty-six percent of these respondents witnessed a serious assault in the past year and an additional 22% had witnessed a serious assault within the past two years.
- A fourth of all Westview students (22%) indicate that they have witnessed a shooting or gun battle at some time in their life. Over half of these respondents (57%) reported that they witnessed a shooting within the past two years. An additional 26% witnessed a shooting in the past two years.

- Most witnesses did not report the crimes they had witnessed to the police (see Figure 29). For example, only 6% of Westview students who had witnessed a serious physical assault reported the incident to the police. Similarly, only 9% of those who had witnessed a gun battle or shooting reported the incident to the police. These figures serve to illustrate just how difficult it is for the police to both identify and solve specific criminal events and how reluctant students from Westview are to talk to the authorities.
- Those respondents who did not report the crimes they had witnessed to the police were asked why they decided not to report these incidents. (see Table 15) As with their own personal victimization experiences, respondents often gave multiple reasons for not reporting the crimes they had witnessed to the police (an average of 5.2 reasons per respondent).
- For each type of crime, the majority of witnesses simply stated that they felt the incident was “none of their business.” For example, 55% of those who had witnessed a shooting said it was none of their business, as did 57% of those who had witnessed a serious assault. Other common reasons for not reporting crimes include fear of the offenders, a belief that the police can’t protect witnesses and both fear and distrust of the police.
- Many respondents (approximately 50% for each type of crime) also indicated that they did not want to get a reputation as a “snitch.”
- About 30% of witnesses stated they did not report criminal incidents because there were other witnesses and they were not needed.
- Regardless of crime type, more than 25% of witnesses did not report to the police because they did not want to appear in criminal court.
- Less common reasons for not reporting to the police include a fear of getting into trouble with the police, a fear of getting into trouble with parents, a general fear of the police and a desire to protect the offenders.

In summary, these findings further illustrate that, because young people are often reluctant to report the crimes that they witness or experience, a great deal of youth crime in Toronto goes undetected by both the police and other adult authority figures. This fact underscores the need for anonymous surveys (like the present study) that can shed light on the many criminal events that go unreported to the police and examine the reasons people decide not to report serious criminal incidents to the legal authorities. It is only by understanding why people don’t report that we can begin to design strategies that will encourage people to come forward with details about the crimes they have witnessed.

FIGURE 28:
Percent of Westview Students Who Have Witnessed
Shootings or Serious Assaults in their Lifetime

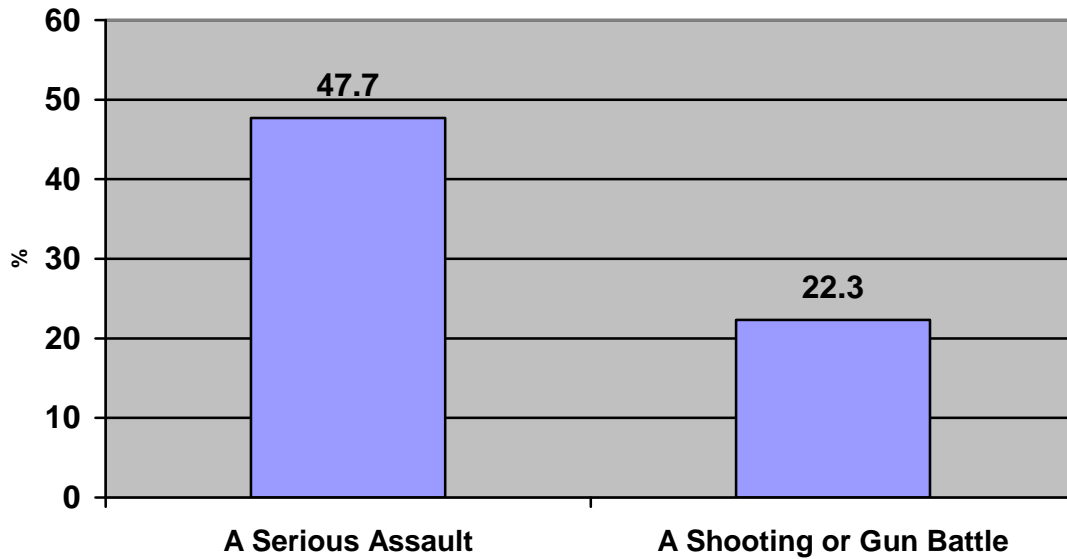


FIGURE 29:
Percent of Student Witnesses from Westview that
Reported the Crime to the Police, by Crime Type

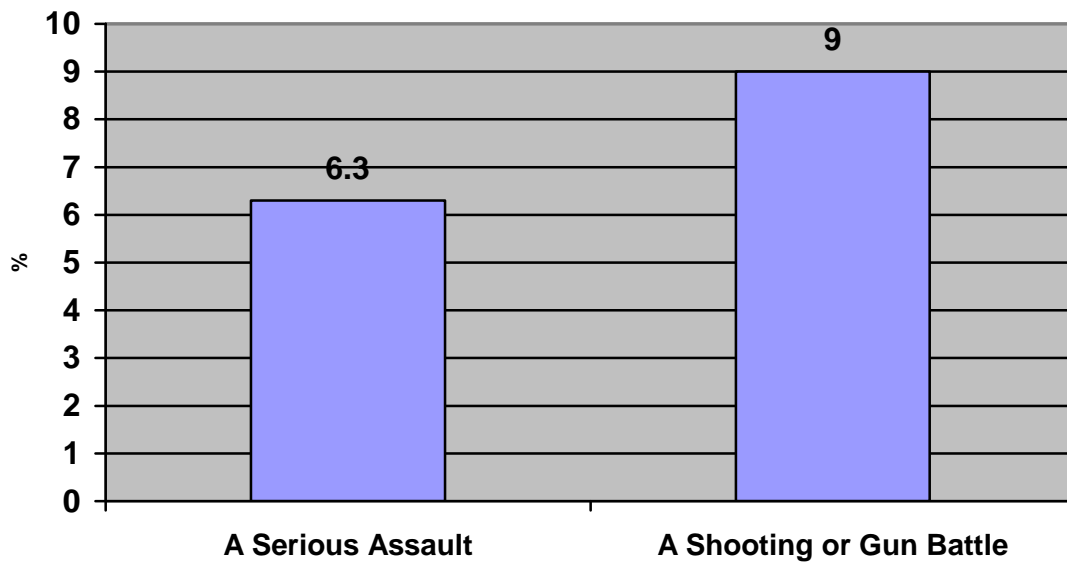


TABLE 15:
Student Reasons for Not Reporting the Crimes that they Witnessed to the Police
(Westview Students Sample)

Reason for Not Reporting Crime to the Police	TYPE OF CRIME WITNESSED BY THE STUDENT	
	Gun Battle or Shooting (%)	Serious Physical Assault (%)
None of my business	54.8	57.0
Don't want to be a snitch	51.0	48.4
Police can't protect me	42.6	38.1
Don't trust the police	38.8	31.7
Don't want to appear in court	37.4	24.8
Afraid of offenders	32.0	28.5
Many other witnesses (was not needed)	27.9	31.4
Hurt reputation	22.1	15.6
Might get in trouble with family	20.7	16.0
It would not help	20.2	18.3
Might get in trouble with police	17.8	13.6
Afraid of the police	15.6	13.8
Offender was caught	13.4	12.5
To protect the offenders	10.7	9.8
Police witnessed the crime	10.7	4.1
SAMPLE SIZE	199	381

IMPROVING SCHOOL SAFETY

In the next section, we asked the students from Westview to express their own opinions with respect to how to improve school safety and discipline. We first presented the respondents with nine specific strategies that have sometimes been proposed by policy-makers. The students were then asked whether they thought each strategy was a very good idea, a good idea or a bad idea with respect to improving safety at their school. (see Table 16 and Figure 30) The results reveal that:

- The vast majority of Westview students (77%) think that it would be a good or very good idea to provide more counselling or help for students who keep getting into trouble.
- Three out of every four Westview students (76%) also think that increasing funding for after-school programs and extra-curricular activities is a good or very good idea with respect to reducing school safety.
- Two-thirds of Westview students (67%) think it would be a good idea to install more security cameras in the halls and in the classrooms.
- Two-thirds of the Westview sample (65%) also believe that it would be a good or very good idea to increase the number of security monitors at the school.
- Almost half of all Westview students (46%) think that it would be a good or very good idea to install metal detectors at the school.
- Forty-four percent of Westview students also think that it would be a good idea or very good idea to make students carry or wear security passes (with the student's name and photo) while at school.
- Support for other safety measures is more limited. For example, only a third of Westview students (34%) feel that it would be a good or very good idea to give the police permission to search student lockers whenever they want.
- Similarly, less than a third of Westview respondents (31%) think that it is a good or very good idea to create one way in and out of the school.

For the most part, Westview students and Jefferys students are strikingly similar in their support for various security measures. For example, an equal proportion of students from both schools support increased counselling for troubled students (77% of Westview students vs. 72% of Jefferys students), increased after school activities (76% vs. 75%), more security cameras (67% vs. 69%), increased security staff (65% vs. 64%); the installation of metal detectors (46% vs. 44%) and increased police powers to search student lockers (35% at both schools). However, 59% of Jefferys students support identification badges for students, compared to only 44% of Westview students. Similarly, 45% of Jefferys students support having only one way in and out of the school, compared to only 31% of Westview students.

Perceptions of School Disciplinary Practices

Finally, in order to examine student attitudes towards school disciplinary practices, we asked the respondents how they thought students at Westview should be punished for engaging in different types of disciplinary infractions. (see Table 17 and Figures 31 and 32) The results suggest that:

- The majority of Westview students (73%) think that students should not be punished at all for wearing hats in school. However, 18% felt that a detention was warranted and 8% thought the school should call the parents of students who violate this rule.
- Forty-three percent of Westview students also think that there should be no punishment for talking back to teachers. On the other hand, 33% of respondents think that those who talk back should be given a detention, 21% percent think the school should call their parents and 20% think that these students should have to see a counsellor. Only 14% think that students who talk back to teachers should be suspended from school and only 3% think they should be expelled from school.
- More than a third of Westview students (37%) feel that students should not be punished at all for teasing or insulting other students. On the other hand, 38% think such students should be given a detention, 20% think that the school should call their parents and an additional 20% think that these students should talk to a counsellor. Nineteen percent of the Westview students we surveyed think that students who tease or insult other students should be suspended, but only 5% think these students should be expelled from school.
- In general, the Westview respondents are much harsher with respect to more serious disciplinary violations. For example, 61% of Westview students think that students should be suspended for fighting at school, 12% think they should be expelled and 14% think that the school should call the police.
- Similarly, 57% of the respondents think that students should be suspended for stealing from other students. An additional 18% think they should be expelled and 24% think the school should call the police.
- Forty-one percent of Westview students think that students who sell drugs at school should be suspended and an additional 40% think that these students should be expelled. Over a third of Westview students (36%) also think that the school should call the police on student drug dealers.
- Finally, 34% of the Westview respondents think that students should be suspended for bringing a weapon to school. Almost half (48%) think that such students should be expelled and 42% think the school should call the police.

It is quite obvious that the majority of Westview student respondents think that the school should only call the police for very serious violations of the code of conduct. Only one out of every seven respondents (14%), for example, thinks that the school should call the police to deal with students who are fighting. Similarly, less than a quarter of

respondents (24%) think the police should be called for theft and only 36% think the police should be called for drug dealing. Finally, less than half of all students (42%) think that the school should call the police to deal with students who bring weapons to school. It is interesting to note that even when it comes to dealing with serious criminal activity like drug dealing, assault, theft and carrying weapons to school, the majority of students *do not* think the school should call the police. Clearly, similar to their counterparts at C.W. Jefferys, most Westview students think that the answer for dealing with badly behaved students – even those involved in serious criminal activity – lies outside of the criminal justice system.

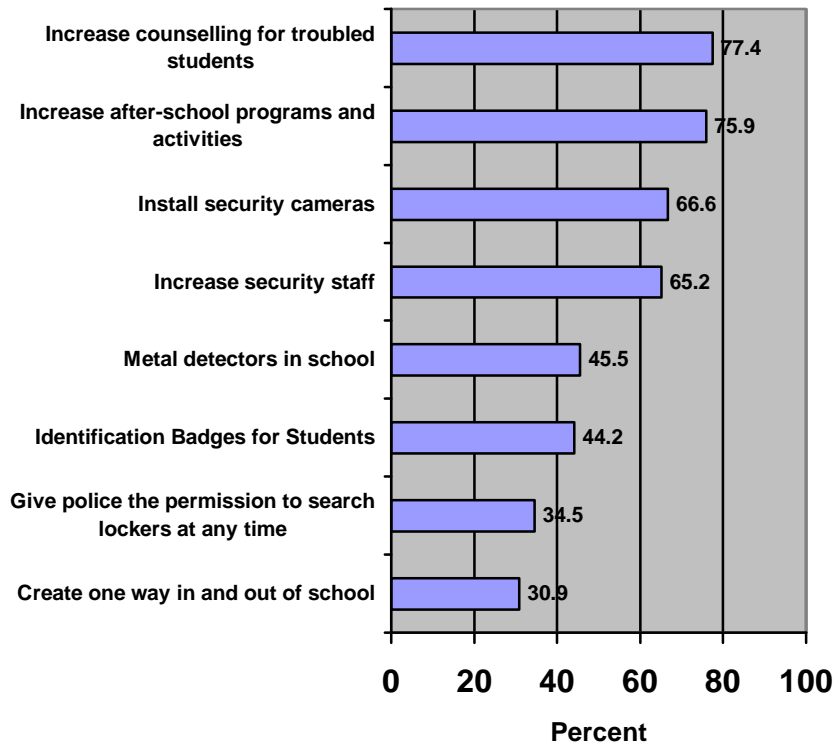
In summary, the results of the survey suggest that the Westview students are somewhat divided with respect to their ideas about how to improve school safety and deal with students who break the rules. Although some students seem to favour a tough approach to school safety issues (more student suspensions and expulsions, greater use of the police, the installation of metal detectors, mandatory security passes, etc.), other students are opposed to such strategies. However, most of the students at the school seem in favour of particular measures including the installation of security cameras, more security monitors, increased funding for after-school programs and increased counselling for students with chronic behaviour problems.

TABLE 16:
Percent of Westview Students who think Specific Strategies are a “Good” or a “Bad” Idea With Respect to Increasing School Safety

School Safety Strategy	A Very Good Idea	A Good Idea	A Bad Idea	A Very Bad Idea	Don't Know
Provide more after-school programs and activities.	45.0	30.9	3.3	1.0	19.9
Provide more counselling for students who keep getting into trouble.	42.5	34.9	2.7	1.0	19.0
Put more security cameras in school halls and classrooms.	35.9	30.7	7.5	5.1	20.8
Increase the number of security people in schools.	33.7	31.5	9.5	4.4	20.8
Metal detectors in school.	25.1	20.4	16.9	16.0	21.7
Identification Badges for all students.	19.3	24.9	17.0	15.7	23.1
Give police the permission to check student lockers at all times.	18.3	16.2	20.1	25.4	20.1
Creating one way to enter and exit the school	13.8	17.1	23.9	21.4	23.8

Sample Size = 843

FIGURE 30: Percent of Westview Students Who Think that Specific Policies are a "Very Good" or "Good" Strategy for Increasing School Safety



**TABLE 17:
Percent of Westview Students Who Support Specific Types of Punishment,
By Type of Disciplinary Infraction**

Recommended Punishment	Talking Back To Teachers	Wearing a hat in School	Selling Drugs	Bringing Weapons To School	Stealing	Fighting	Teasing or Insulting other students
No punishment	42.7	72.7	10.4	9.4	9.9	13.6	37.3
Detention	33.4	17.8	8.3	7.0	15.7	20.9	38.2
Call parents	20.5	7.9	21.2	21.7	28.3	26.1	19.7
Counselling	19.7	5.1	14.8	13.9	12.9	19.1	20.1
Suspension	13.6	4.6	40.6	33.8	56.8	61.3	19.2
Other type of punishment	6.7	7.8	3.6	4.2	3.8	3.4	2.8
Expulsion	3.3	2.6	40.4	47.6	18.4	12.1	5.2
Call police	0.0	0.0	35.6	41.8	24.0	13.6	2.5

Sample Size = 870

FIGURE 31: Percent of Westview Students Who Think that Students Should be Suspended or Expelled for Specific Disciplinary Infractions

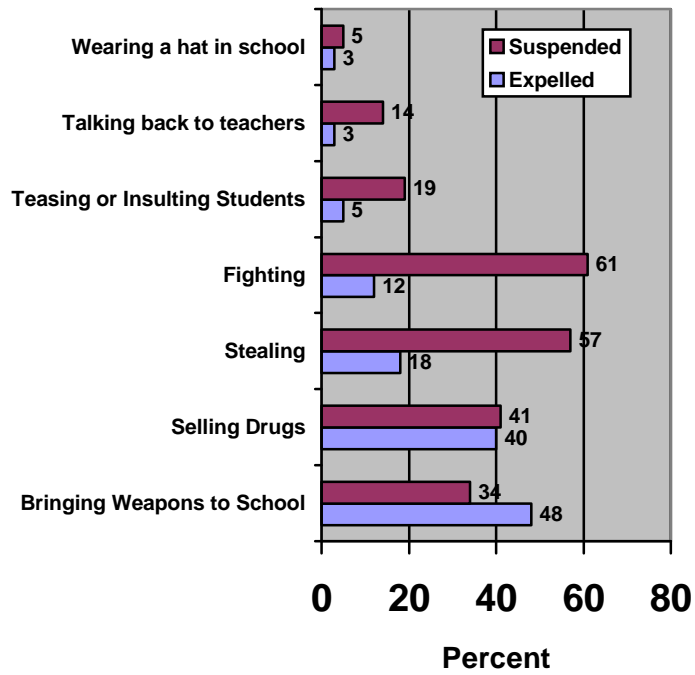
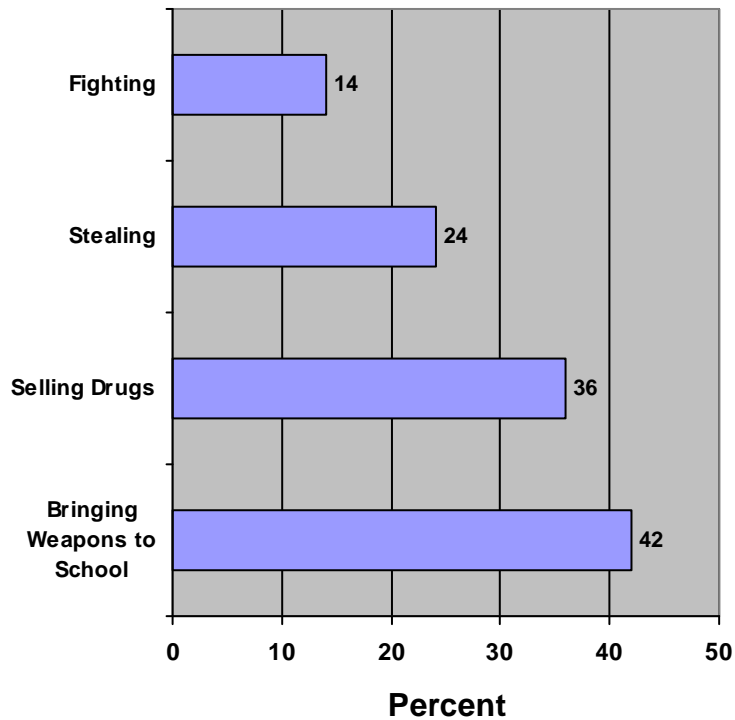


FIGURE 32: Percent of Westview Students Who Think that the Police Should be Called to the School for Specific Disciplinary Infractions



PERCEPTIONS OF RACISM AND SOCIAL INJUSTICE

During our initial consultations at Westview, a number of students, parents and school officials claimed that racism and race relations were problems at Westview Centennial Secondary School and other schools within the Greater Toronto Area. In order to examine these issues, we asked our student respondents from Westview whether they thought people from their own racial group were treated fairly at school and in the wider community. An examination of the data suggests that a significant proportion of students believe that members of their racial group are subject to discrimination with respect to both expulsion and grading practices. Furthermore, almost half of all respondents (44%) believe that the school is more likely to call the police to deal with racial minority students than white students. It is important to note, however, that perceptions of racism are not confined to the school environment. Indeed, a large proportion of students also identify racism with respect to policing and outside employment opportunities. (see Table 18)

Other findings suggest that the majority of Westview students (60%) believe that rich kids have a better chance to succeed in Canada than poor kids. (see Table 18) A similar proportion of Westview students (61%) don't believe that everyone in Canada has an equal chance of getting a good education. Nonetheless, despite such perceptions of social injustice, the majority of Westview respondents (75%) believe that they will eventually get a good job.

Finally, Westview students are divided on the issue of teacher treatment. For example, while a third of respondents (36%) think that teachers treat all students the same, half (49%) feel that teachers treat some students better than others. Similarly, while 63% of the Westview students think that the teachers at their school work hard to help students succeed, 18% disagree with this statement and 19% are unsure if teachers work hard to help students or not.

Additional analysis reveals that perceptions of racial bias and social injustice at Westview are much more prevalent among black students than students from other racial backgrounds. (see Table 19) For example, over half of black students (53%) believe that students from their racial group are more likely to be unfairly expelled from school than students from other racial backgrounds. By contrast, this view is shared by only 30% of West Asian students, 24% of South Asian students, 20% of Asian students and 14% of white students. Similarly, almost half of the black respondents from Westview (48%) believe that discrimination makes it difficult for students from their racial group to get good grades at school, compared to 40% of West Asians, 25% of South Asians, 21% of Asians and 9% of white students. Finally, 55% of black respondents believe that the school is more likely to call the police on racial minority students than white students. By contrast, this opinion is shared by only 38% of Asian students, 38% of South Asian students and 26% of West Asian students. Interestingly, a quarter of the white students (24%) also agree that the school is more likely to call the police on racial minority students than white students.

The results also suggest that, compared to students from other racial backgrounds, black students are more likely to perceive police discrimination, employment discrimination, social class bias and teacher favouritism. (see Table 19) For example, 72% of the black respondents believe that students from their racial group are more likely to be unfairly stopped and questioned by the police than students from other racial groups. By contrast, the view that the police are biased against your own racial group is held by only 27% of Asians, 25% of West Asians, 24% of South Asians and only 5% of White students. Almost two-thirds of Black students (64%) also believe that discrimination makes it difficult for people from their racial group to get a good job, compared to 42% of West Asians, 37% of South Asians, 25% of Asians and only 14% of Whites. Finally, only 28% of Black students believe that teachers treat everyone the same, compared to 53% of South Asians, 50% of West Asians and 41% of Asian students. Interestingly, White students are even less likely (23%) than Black students (28%) to think that teachers treat everyone the same.

The results of the Panel survey suggest that a very high percentage of Black students at Westview perceive that they face racial discrimination both inside and outside of school. Similar results were found in the Panel survey of Jefferys students. It should be stressed that these results are remarkably similar to the a 1994 study of Toronto high school students conducted by the Commission on Systemic Racism in the Ontario Criminal Justice System. (see Wortley and Ruck 2003) Apparently, perceptions of racial bias and discrimination have not diminished among Black students over the past decade and a half. As discussed above, in light of these disturbing findings, we must ask ourselves a series of difficult but extremely important questions. How did these perceptions of racial discrimination develop? To what extent do these perceptions of racism reflect the actual lived experience of black students at Westview and other schools in Toronto? What impact do racism and the perception of racism have on the quality of life for Black students at Toronto high schools? Do racialized feelings of marginalization and alienation impact educational ambitions, academic performance and student behaviour? Do racism – and the perception of racism – make it more difficult for some students to succeed in school than others? How can we eliminate racism and injustice within schools and increase the level of confidence that Black students have in the educational system? How can we reduce perceptions of racial injustice and marginalization? It could be argued that, until these difficult questions are fully answered, the school environment *will not be safe* for many students of colour. Indeed, dealing with issues of racism, in our opinion, should be central to any broader discussion of school safety issues.

TABLE 18:
Percent of Westview Students Who Agree or Disagree with Various
Statements About Racial Discrimination and Social Injustice

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
Students from my racial group are more likely to be unfairly expelled from school than students from other racial groups	12.8	20.2	22.5	17.8	26.6
Teachers treat all students the same.	10.9	25.5	34.2	14.3	15.2
Discrimination makes it difficult for students from my racial background to get good grades in school.	9.6	22.9	29.4	15.0	23.1
Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	25.6	20.3	18.6	12.1	23.4
Discrimination makes it difficult for people from my racial group to get a good job.	18.9	24.5	20.7	11.8	24.1
Everyone in Canada has an equal chance of getting a good education.	31.6	29.0	15.0	10.1	14.3
I will eventually get a good job.	51.6	24.1	4.2	3.1	17.1
Rich kids have a better chance in Canada than poor kids.	39.3	20.4	12.3	10.8	17.3
The school is more likely to call the police on racial minority students than white students.	24.0	20.2	16.0	8.9	30.9
Teachers at my school work hard to help students become successful.	27.5	35.7	11.6	6.7	18.5

TABLE 19:
Percent of Westview Students Who “Strongly Agree” or “Agree” with Various Statements About Racial Discrimination and Social Injustice, By Racial Group

Statement	Black	Asian	South Asian	West Asian	Other Minority	White	
Students from my racial group are more likely to be unfairly expelled from school than students from other racial groups	53.1	19.6	23.6	30.0	23.8	13.6	**
Teachers treat all students the same.	27.8	41.1	53.2	50.0	35.9	22.7	**
Discrimination makes it difficult for students from my racial background to get good grades in school.	48.4	20.9	25.5	40.0	25.7	9.5	**
Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	71.8	27.0	24.5	25.0	43.0	4.8	**
Discrimination makes it difficult for people from my racial group to get a good job.	63.8	24.7	36.7	42.1	37.7	14.3	**
Everyone in Canada has an equal chance of getting a good education.	46.2	70.4	78.9	52.6	63.2	61.9	**
I will eventually get a good education and a good job.	71.4	78.4	82.6	77.8	75.6	76.2	NS
Rich kids have a better chance in Canada than poor kids.	64.0	52.8	63.0	36.8	59.7	57.1	NS
The school is more likely to call the police on racial minority students than white students.	54.7	38.0	38.2	26.3	41.7	23.8	**
Teachers at my school work hard to help students become successful.	54.4	69.9	71.8	68.4	65.9	52.4	*

NS Racial differences are not statistically significant

* Racial differences are statistically significant at $p < .01$

** Racial differences are statistically significant at $p < .001$

STUDENT COMMENTS

At the conclusion of the questionnaire, Westview students were thanked for their participation in the survey and asked if they had any other comments that they would like to make. Many students took the opportunity to make additional comments. Several themes emerged. First of all, a number of students wanted to stress that Westview is a good school and a safe school that has undeservedly been given a bad reputation. Although some acknowledged problems with student behaviour, school safety issues or a lack of resources, these students wanted to stress that they were happy at their school and that they felt it was a good place. Many blamed the media for stigmatizing Westview and the whole Jane-Finch Community. The following quotes are typical:

Although violence exists in our school I believe that it's not to the point where police has to be informed. The students here are smart, they will respect those who respect them and these are the words from these students. I respect the authority in our school, the hall monitors. The teachers do such a great job of getting order around. I have no complaints but only respect for the effort of you guys and the school. Thanks a bunch!

Westview promotes positivity. The teachers' main focus is to help students be the best they can. Why don't you come up with a survey that questions Westview students' involvement in the community. How many talented students go on to university or college? Why don't you focus on that? You focus on the negative so kids feel like they are expected to mess up so why bother?

Ever since I've been going to Westview there hasn't been any serious crimes like gun violence or fatal accidents. I'm not saying Westview should be considered the safest school because violence can happen anywhere. Adults are failing the young generation of today leading them to pick up bad habits from others. I feel safe at Westview for the time being. I don't know if anything serious will happen in the future for me to change my mind.

I think my school is good. Do need some help for those people who make the school's reputation bad.

I think my school is great, despite the fights and stuff. It's a really good school and I love it. Been here for 3 years now in grade 11, moving on to grade 12 next year. I'm so excited. But we need more Hall monitors in our school or more police to watch out for fights and everything.

I think that the Jane and Finch community is not a bad community like police say it is. Police and media just want things to talk about. Westview has a bad reputation, but it's a very good school. There are schools in

York Region that are worse. All you have to do is mind your own business.

I think that Westview is a good school and everything, but I think you guys could make it safer.

I think Westview is a good school, but some children need to be good and stop the skipping. They need to come to school every day so that they can learn.

In my opinion, Westview is better than a majority of schools in the GTA. But yet every time the news comes on and you read the paper all you see is Westview being portrayed to a bad light and the worst part about it is none of it is true. The media just loves to report on negative aspects of the community and at the same time not being accurate about it.

It's a great school. Only seen as negative because it's in Jane and Finch.

It's a great school since I've been here the only thing I've experienced are fights.

It's nice here.

The media should stop giving bad names to my school.

My school, in general, is safe. It is only the people who gets themselves involved with these things are the ones who get hurt.

My school is a safe place, but because of the community we're in we are often targets in the media for negative attention. The media needs to stop setting up my school and community for failure.

My school is a very good school and gives me education that I need.

My school is a very safe and good place to learn and get educated at. The school needs to increase the cleanliness in hallways and washrooms though. It should also increase the resources and have better resources. Otherwise, it is a very safe place to learn at.

My school is the best school in the GTA.

My school is the best, the community should know that. We're not lesser than any other school. We have a lot of achievers in the school too. Our teachers always want what's best for their students. We will succeed so don't trash the name for our school. If you do don't do that I thank you.

School is school and yeah I'm use to it. Don't see much wrong with my school. Just a lot of fights.

Our school isn't bad and shouldn't be publicized for nothing. Other schools have more crimes.

Overall I think my school is okay.

Overall, Westview is a pretty safe place. Maybe we need more hall monitors on every floor.

People always say negative things about Westview. But I like this school. I think it's safe and I only fought someone a couple of times.

My school's great. Teachers are great. We need it to be more clean though. We need more money.

Since Westview is in Jane and Finch people don't recognize what we do. They think we are not a good school but judge a book by the cover. I don't know any other school that has homework help and other volunteering activities.

Stop judging the Jane and Finch area. It's not as bad as you make it out to be. Westview is a very good school. Teachers are most helpful.

Students should feel safe when they go to this school. More hall monitors are needed, maybe even metal detectors. But honestly, it's the media that portrays bad news. I would say Jane and Finch is a good community if you have lived here all your life, but you don't. People shouldn't be influenced that easily.

The media should stop stigmatising my school because it stops people from attending my school. They talk a whole bunch of foolishness. I love Westview and it teaches you things in here that you won't learn anywhere else.

The only thing I have to say is that recently in the newspaper there was an article stating that all kids from Jane and Finch do not understand how to write the English language. Why must they put us down? All they talk about is the negative things. What about the good things that come out from this community? Why is that not RECOGNIZED?!!

There are teachers here that care about students' success. Our school is full of intelligent students that will be successful. Some students are not aware of their potential and so turn to gangs. Our school needs more

supplies, new textbooks, and better surveillance systems. We also need a community centre so students have something to do after school.

There is a lot of good here at Westview and a lot of talented students. I feel it's safe and it just needs more programs to help students achieve their goals and have a solid foundation which would reduce crime in the community.

This school rocks!

Well, I am in my fourth year at high school meaning graduating time. Westview is a safe school. I guess students just don't know how to treat the school and respect it but to be honest I will miss high school especially Westview.

Westview's a good school. I personally love it. If only all this gang violence and shootings can stop.

Westview Centennial S.S is a great school but some students are just fucked up in the head! Sorry about the bad use of language but honestly some students are just crazy.

Westview CSS is a very good school with great caring teachers but to make this school better we need the TDSB to provide our school with money so we can buy better school supplies, have a cleaner school and most of all high-tech security cameras so we know that we are safe and it must be working! Also, better after-school programs to keep our youth safer.

Westview is a good school and so are other schools but the media should stop looking down at Westview.

Westview is a good school. I think you guys should get off our dicks and let us deal with our problems. P.S. stop calling Jordan Manners name. He was my close friend and I think you guys are using him as an excuse to react this way.

Westview is a good school. For a school in a poor community it's a great place.

Westview is a very fun and safe school. Fuck all ya'll haters.

Westview is a very good school. And the media needs to realise that.

Westview is a very under-rated school. It gets bad publicity because of "Jane and Finch" or because the news. I been here since Grade 9 and I'm

now in Grade 12 and it has gotten safer by the years. To me there is no threat and I have no problems with the school. I think students are more easy to get along with than other schools.

Westview is actually a very good school. There are a lot of bad seeds, but the thing is you need to go through adversities in life in order to enjoy the fruit of your labour. So if 'they' choose to join a gang then it is up to them, but me I know what I want to become with my life.

Westview is great just as it is. Safe but providing a safer environment across the streets where we buy lunch will be a good idea.

Westview is great. Rumours are rumours. This school should never be mentioned in the news concerning deaths or crime.

Westview isn't a bad school at all. I feel safe and secure at the school with the hall monitors and the camera I believe it's safe.

The fact that many students feel intense pride in their school and their community was evident in student comments that indicate that many do not want the “Jane-Finch” neighbourhood to be renamed:

Don't change Jane & Finch to University Heights!!

Don't change Jane and Finch to University Heights.

Don't change the name of Jane and Finch to University Heights.

Don't change the name of Jane and Finch to University Heights.

Don't change the name "Jane and Finch" to "University Heights."

Don't change the street name Jane n Finch to something else.

Don't change Jane & Finch to University Heights!!

Other students took the opportunity to stress that Westview required more resources and programming. Some called for special programs to help deal with youth violence and gang activity, while others asked for more general programming that would benefit all students. The following comments are typical:

I think this school should have after school programs about the negative aspects of being in a so-called gang. People (young high school students who are still immature) need older men and women to talk to them about their own experiences living in the "street life". There should be former gang members/drug dealers to work with youths to make their lives more positive. Youths would respect and even listen to older people who went

through the same struggle or know our lifestyle.

Certain people should encourage students to make good choices, by doing good things. Encourage them not to drugs/ alcohol, steal etc. And help them believe they're important and that God loves them, even the unloveable.

Cut that bullshit of zero tolerance from our school rules at Westview! We need to sit down and help these students carefully. Zero tolerance is in Westview because our principal is lazy as hell. He does not want to help our black kids in achieving the best they can.

I think teachers need to help students after school with school work. And get more school after programs so students can get out of trouble.

Just help the students that needs to get help please and this shooting needs to stop!!

We need more security officers, better school equipment, better hall monitors, lectures on guns and weapon related violence.

The students need help and they need direction. It's hard for them to know what they want from life if all they see is gangbanging and selling drugs. There weren't many doctors or lawyers in Jane and Finch.

Add hockey to our school! Please!!!

After school programs should be what the students want to participate in. Teachers should treat everyone fairly.

Enforce student participation in extra curricular activities.

Make more after school programmes.

We need more opportunities and participation in things.

More class help for better success.

More clubs and make them all year around.

More dress days, more activities, more special trips.

More extracurricular programs, more school spirit is needed.

More jobs in the community and after school program, sports and lots of fun.

More programs for students, more counselling for troubled students, less biased administrators.

More programs to help kid stay out of trouble. More things at school, outside of school fun places to go to (so we are off the streets). Please make more places to go to, fun things to do.

This is a good idea already. Just more leadership programs and groups would help students be leaders!

We need more leadership opportunities and teachers need to be strict. If teachers don't do something it will continue to happen.

The school itself (the building) is in a state of squalor. They should make all schools have equal facilities and equal programs. My school also needs more safety monitors.

Will get some activities for the student so they would like to do so they don't have to be on the street hustling.

New equipment for the classrooms.

We need better teachers and better school equipments.

A lot more activities.

Fix our school.

Fix the whole school up cause some of the ceiling are peeling. There are old hallways and dirty washrooms. We need more supplies and free things.

I think this school should get funded more.

More better and faster computers, free printing for students, cheaper prices in the cafeteria.

More understanding teachers; smaller classroom sizes.

New equipment for speciality classes such as the cooking class, band, art and photography. We need better lab equipment to make it more fun and enthusiastic to come to school with better computers and equipment student will want to be in school more then they would not want to shoot each other.

New equipment in the gym.

Give my school more money for gym equipment and arts equipment.

Our school needs better funding, also some teachers are not cut out to be teachers because they can't handle students.

Our school needs to have more in our budgets and have more supplies towards our education.

Teachers need to be more be nice to students and talk to them and try to help them with any problem they have.

We need many programs but students fail to take advantage of it. Renovate and make the school look more appealing.

Some students felt that Westview needs more or better security measures and tougher punishment for students (including more expulsions) who do not abide by the rules. The following comments illustrate this point of view:

Ban all gang members from entering the school or being in the area around school. Try to have the students be part of the decisions made at our school.

We need more cameras, more security.

Get a lot of hall monitors outside and inside the school and expel bad students.

I think students should have an identification card used to get into school.

I think we are lucky to our teachers in this school but there must be metal detector in all the school doors and the Principal should not look at the students the easy way. What I mean is that they can't just tell them to not do it again. There should be a punishment right away.

Increased security.

More cameras and talk to the flippin police. They do shit to protect the streets. Do whatever you need or think you need to do to make this school safer. This school really needs help!

More cops and safety more security.

More hall mans and more cameras.

More hall monitors and more cops across the street.

More hall monitors; more cops in the school.

More security please.

We need more security.

More security and more cameras.

More security in schools and in the real world. We need very high security in dangerous Jane and Finch neighbourhoods at night and morning.

Every part of halls should be monitored.

Police should come to school once in a while or have one or two in the hallways.

Put cameras in every hallway and inside the class and outside the school.

Schools should have safety passes for security. Visitors should not come at lunch and during school time.

Security officers, better school equipment, better hall monitors, lectures on gun and weapon related violence.

The police wouldn't help. We need more hall monitors.

The school needs more cameras at the back of the school. More hall monitors and more cop security around school.

They should have more security at school.

They should provide more security.

We should have more cameras and no uniforms.

I think my school shouldn't accept any bad people from other schools who got kicked out.

If a student creates a problem the teachers must be serious before it rises.

It's not hard to tell who is at school to learn and who is at school to mess around so obviously just get rid of the ones who don't want to learn because they are the ones who will mostly cause trouble.

Like I have been saying, we need to be more stricker and safer rules. Bullying happens in my school and isn't stopped. Gang members should be jailed. If you let a little problem escalate then your going to have what happened to Jordan Manners. People smoke pot, crack, weed, drink alcohol at this school. Need to get tougher on those guys.

Students who does nothing in school but hang out in the hallway should be kicked out or forced to be in class because they're just wasting their time in school.

Zero tolerance on things like weapons, drugs, robbery and our school needs better teachers that actually care.

While some students wanted a higher police and security presence at the school, others provided negative comments about law enforcement:

The law is the worst. Nobody helps victim students. Not even cops and school authorities.

Please do not send security to our school. They don't do anything good.

The police are frauds.

Tell the police to stop harassing people and leave us alone. And take their threats and shove them up their ass!! Those pussys!!

The police need to back off. They are invading people's privacy. Get out of our lives because you only make things worse than it already is.

The police should stop harrassing the youths and start to get to know them better.

I would never trust the cops cause they shot my brother. The cops should not have that much rights cause they make things worse.

The thing you people said in this booklet about the police is a very bad idea. It won't change a thing (but you can try). The police and the government tried and you failed on us, you forgot about us.

The police wouldn't help. We need more hall monitors.

Cops like harass you like no tomorrow around here.

Many student commented about the survey itself. While a few students had positive observations, many wondered about the point of the survey. These students often challenged the Panel, and the government, to do something to help their community. The following comments are typical:

Now that you did this survey are you going to take any action?

I just hope that all this information will stop the crimes in my community and in my school.

I used to run with a gang but I stopped when I almost got shot. Life is fucked up. Help us!!

How come you guys gave this survey to only our school only after Jordy got shot. This his old school. It's all the government fault Jordy got shot. They don't give a fuck bout our community.

These surveys are a good way to get the students' feelings on the school. It does not waste their time because about 90% of students would probably not waste their time reporting all these problems after school to the police. I hope there will be another survey so I can get to express my feelings without wasting time after school.

This is a good way to improve our school safety. I'm glad that I did that, so that people would stop stereotyping Westview as a bad school.

This questionnaire is pointless. You guys already have all the answers. This is not a game. Instead of spending money on surveys, give the money to the community so we have more things to do and more help.

I say that everyone instead of ignoring others with problems, they should reach out and help.

I think the government should focus more about the middle and primary then high school and talk with parents more than two times a year.

I think the school should help give students jobs.

Make it safe!!

Students want to feel safe not scared to go in an environment like school that is supposed to be like home.

You can change our behaviour in school, but it won't change once we exit the doors. The community needs help.

Finally, one student eloquently reminded the research team of the very issue that had led to the formation of the School Safety Panel – the violence that has damaged or even claimed the lives of so many young people in the Toronto area:

R.I.P Jordan Manners. R.I.P. Emphraim Brown. R.I.P. Benn Allen. Just stop the violence for us please or reduce it. We can't afford to lose anyone again. R.I.P Monique Mcknight. R.I.P. Alisha Ashley. R.I.P. Keegan Allen.

CONCLUSIONS

As was the case with the Jefferys survey, the Panel survey of Westview students provides mixed, often contradictory results. For example, while most students claim that Westview has serious problems with gangs, violence, drug dealing and weapons, the majority of respondents also feel quite safe at their school. Furthermore, while at the same time acknowledging problems with criminality and poor student behaviour, many Westview students believe that their school has been unfairly labelled as dangerous or unsafe.

Most Westview students feel that teachers and students get along at their school and that teachers genuinely care for their students. If anything, the data suggest that the relationship between students and faculty at Westview is somewhat more positive than student-teacher relationships at Jefferys. Nonetheless, the results also indicate that a large proportion of the Westview students who participated in the survey think that there are serious problems at their school with student disorder in the hallways, students who talk back and disrespect their teachers, unfair grading, unfair punishment and discrimination by teachers against students.

The results of the survey also indicate that, like Jefferys, a significant proportion of Westview students has been the victim of threats, physical assaults, theft, sexual assaults, gun threats and other types of crime – both inside and outside of school. Many Westview students also report that they are aware of guns and knives within the school environment and know students who have brought guns or knives to school. Although many students admit that they themselves have brought a knife to school, relatively few report that they have ever carried a gun. Further analysis indicates that much of the exposure to weapons at Westview is concentrated among former and current gang members.

The survey also found that the vast majority of Westview students will not talk to the police or school officials about crimes they have witnessed or even their own victimization experiences. Reasons for not reporting include fear of the offenders, fear of the police and a belief that the police can't provide protection from retaliation. It is also clear that part of the problem may be rooted in an emerging youth culture that enforces a "code of silence" and calls for youth to "stop snitching."

Finally, as with the Jefferys survey, the survey of Westview students also found strong evidence that racism is a major concern at this school – particularly for Black students.

Indeed, the majority of Black students perceived racial bias with respect to grading and disciplinary practices and felt that teachers treated some students better than others. We will return to these issues in later sections of the Report.

The Panel acknowledges that there are distinct methodological strengths and weaknesses with using surveys to document youth attitudes and experiences. That is why we have tried to supplement our survey results with other forms of data collection (official records, one-on-one consultations, etc.). One concern with the present survey is whether the students who completed the questionnaire have the same attitudes and experiences as the students who did not complete the survey. In other words, can the results of the survey be generalized to the entire Westview student population. As discussed above, some academics have argued that surveys of high school populations often underestimate the true level of crime and violence in the school environment. They argue, for example, that the worst behaved students within a school are often the same students who refuse to participate in studies or skip classes when questionnaires are being administered. This may have been a problem with this survey – it is impossible to determine. With this in mind, the statistics on crime, violence and safety at Westview may be conservative.

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B. SURVEY OF STAFF AND TEACHERS AT WESTVIEW

***Abstract:** By December 17th, 2007 the Panel had collected 39 completed questionnaires from staff at Westview. This sample represents 35% of the staff employed at the school during that time period.*

As with the Westview student survey, the Westview staff survey produced both positive findings as well as results that are cause for serious concern. Fortunately, most of the teachers and staff members who completed the Westview survey appear to be dedicated professionals. Despite some challenges, the vast majority are happy with their jobs, report that they enjoy working with the students at Westview, and claim that, in general, teachers and students at Westview get along. Unlike their counterparts at Jefferys, at the time of the survey, the majority of Westview staff respondents were very satisfied with the current school administration.

Nevertheless, the staff respondents at Westview did indicate that changes are necessary. Several respondents felt that discipline was too lenient or inconsistently applied at the school and that this situation had caused deterioration in school safety and student behaviour. Indeed, a large proportion of faculty had witnessed criminal activity at Westview over the

previous two years – including fights between students, physical threats, students with weapons, theft and drug trafficking. The majority of respondents also indicated that they had been subject to deliberate student misbehaviour – including challenges to authority, insults, teasing and accusations of unfairness with respect to both student punishment and grading. Finally, the majority of the staff who participated in the survey are fearful of the neighbourhood around Westview (especially at night) and claim that their school has serious problems with hallway disorder, students who disobey authority, bullying, theft, youth gangs, violence between students, and drug use and drug trafficking.

With these findings in mind, it is not surprising to note that the majority of staff support policies that are “tough” on student misbehaviour. A high proportion of staff respondents, for example, would like to suspend or expel more students at Westview, call the police more frequently to deal with unruly students, give police the power to search student lockers, increase the number of security cameras in the halls and increase the number of fulltime security staff. Most would also support having a single entrance in and out of the school. However, it is also important to note that the majority of staff are also very supportive of “softer” initiatives that would attack the root causes of student misbehaviour. These initiatives include the provision of better counselling and treatment for troubled youth, more after school programs and programs that would increase the involvement of parents in school activities.

For the most part, the results of the Westview staff survey are remarkably similar to the results of the staff survey at C.W. Jefferys. However, unlike the staff members at Jefferys, the teachers and support staff at Westview appear to be significantly more satisfied with the current administration at their school. Compared to their counterparts at Jefferys, the Westview staff are also less likely to believe that school safety and student behaviour have deteriorated over the past two years. Thus, one might conclude that the results of the Westview staff survey are somewhat more positive or optimistic than the results of the Jefferys staff survey. However, such conclusions may be somewhat premature. One concern with the Westview survey is the low response rate. Many teachers, staff and administrators at Westview simply refused to participate in the survey. This makes it somewhat difficult to generalize the results of this survey to the views and experiences of the entire staff at this school.

In addition to surveying the students at Westview, the panel conducted a survey of all support staff and teachers at the school. As with the students' survey, the questionnaire was designed to elicit information about the teachers' own perceptions of, and experiences with issues of school safety over the past two years. (Appendix “N” is the teachers' survey) The questionnaire was distributed to teachers and staff in early November 2007. After completing the questionnaire, staff respondents were instructed to

seal their questionnaire and either mail it directly to the Panel offices or leave it at the school's main office for pick-up by a member of the Panel research team. As with the students, staff respondents were asked not to put their names on the questionnaire. This guaranteed their anonymity. Staff respondents were also told that they did not have to fill out the survey if they did not want to and that they did not have to answer any questions they felt uncomfortable answering. They were informed that their participation in the survey was completely voluntary and that there were no consequences for refusing to take part.

Sample Characteristics

By early December 10, 2007 we had received 38 completed staff surveys. (see Table 1) An additional questionnaire was submitted on December 17th, 2007. Thirty-two respondents (82% of the sample) identified themselves as teachers -- including one principal/vice-principal. Four respondents (10% of the sample) identified themselves as support staff and three respondents (8%) did not identify their position at the school. According to information provided by the administration, in November 2007 there were 110 staff members at Westview -- 93 teachers (including the Principal and three Vice-Principals) and 17 support staff. Thus, 39 of the 110 staff members at Westview participated in the survey, producing a rather low response rate of 35%. Indeed, the Panel received anecdotal information that a large number of the staff at Westview decided to boycott the survey because they felt that Westview had been unfairly targeted by the Panel and that research results could lead to further stereotyping and exploitation of students from the "Jane-Finch" community. Several staff members indicated that, in order to ensure fairness, student and staff surveys about school safety issues should be conducted at all high schools in the Toronto area, not just Westview. Such surveys, they felt, would provide evidence that violence and school safety issues are not isolated within the "Jane-Finch" region.

Six out of ten respondents (61%) are male and 39% are female. Less than 10% of the respondents are under thirty years of age, 16% are between 30 and 39 years, 21% are between 40 and 49 years and half are over 50 years of age. The majority of staff members are of White racial background (45%); however, this figure may be higher because an additional 26% of the respondents did not identify their racial background. It is clear that the racial background of Westview staff (at least those that responded to the survey) does not match the racial diversity of the student body. Indeed, while at least 45% of the staff respondents are White, only 3% of the student respondents (discussed above) are White. Similarly, while only 5% of the staff respondents are Black, 37% of the student respondents identified themselves as Black.

Most of the staff who participated in the study (87%) indicated that they had worked at Westview for more than 2 years. About one quarter (26%) had worked at the school for ten years or more and 10% report having worked at Westview for 20 years or more. Finally, while many of the student respondents indicated that they currently live in a poor or very poor community (see previous section), the majority of staff respondents reside in middle-class (66%) or wealthy neighbourhoods (29%). Furthermore, while many

students report that they live in neighbourhoods with a lot of crime, the majority of staff respondents (50%) reside in neighbourhoods with either no crime or only a little crime, and 40% claim that their neighbourhood has an average amount of crime.

Additional analysis (see Table 2) indicates that only a small proportion of our staff respondents live in the area around the school. Indeed, only 2 respondents (5.4%) live within five kilometres of the school. By contrast, about one fifth live between 10 and 20 kilometres away from Westview and 51% live more than 20 kilometres away. The staff members clearly view the neighbourhood around Westview as more dangerous than their own neighbourhood. Indeed, 86% of the respondents feel that their neighbourhood has less crime (25%) or a lot less crime (61%) than the community around the school. Eight out of ten respondents (81%) also feel that their own neighbourhood is wealthier (51%) or much wealthier (30%) than the area around Westview. While almost a quarter (24%) of staff respondents report living in a neighbourhood more ethnically diverse than Westview, the majority (58%) indicate that they reside in communities that are less ethnically diverse than the community around Westview. Finally, the vast majority of Westview staff members indicate that they *would not* want to live in the neighbourhood around the school. Only 2 respondents (5%) indicated that they would live in the area around the school.

As with the results from the Jefferys' staff survey, these findings raise important issues. Clearly, as with Jefferys', most of the staff at Westview come from a wealthier, less ethnically diverse neighbourhood than the area around the school. Similarly, most staff feel that they reside in a community with a much lower crime rate. Most importantly, the majority of respondents would not want to live in the Jane-Finch area. To what extent do these staff perceptions of the Westview neighbourhood impact the ways in which they interact with both parents and students at the school? To what extent are teachers and staff at Westview viewed as "outsiders" by students and parents? Can teachers effectively engage students when they come from such dramatically different worlds? These are questions that deserve serious consideration.

TABLE 1:
Sample Characteristics (Westview Staff Survey)

Characteristics	Number of Staff	Percent
<i>Gender</i>		
Male	22	61.1
Female	14	38.9
<i>Age</i>		
Under 20 years	1	2.6
20-29 years	2	5.3
30-39 years	6	15.8
40-49 years	8	21.1
50-59 years	18	47.4
60 years or older	1	2.6
Not stated	2	5.3
<i>Racial Background</i>		
White	17	44.7
South Asian	5	13.2
Black	2	5.3
Mixed Race	2	5.3
Asian	1	2.6
Other	1	2.6
Not Stated	10	26.3
<i>Current Position</i>		
Principal / Vice Principal	1	2.6
Teacher	31	79.5
Support Staff	4	10.2
Not Stated	3	7.7
<i>Time at Westview</i>		
Less than 2 years	5	13.2
Between 2 and 5 years	7	18.4
Between 5 and 10 years	16	42.1
Between 10 and 15 years	4	10.5
Between 15 and 20 years	2	5.3
More than 20 years	4	10.5
<i>Community of Residence</i>		
Very poor or poor	2	5.3
Average or middle-class	25	65.8
Above average or wealthy	11	28.9
<i>Crime in Own Neighbourhood</i>		
No crime	5	13.2
A little crime	14	36.8
An average amount of crime	15	39.5
A lot of crime	3	7.9
Don't know	1	2.6

Sample Size=39

TABLE 2:
Staff Perceptions of the Westview (Jane-Finch) Neighbourhood

Characteristics	Number of Staff	Percent
<i>Distance of Own Residence from Westview</i>		
Less than 5 kilometres	2	5.4
Between 5 and 10 kilometres	9	24.3
Between 10 and 20 kilometres	7	18.9
Between 20 and 30 kilometres	9	24.3
Over 30 kilometres	10	27.0
<i>Level of Crime in Own Neighbourhood</i>		
Much more crime than Westview neighbourhood	1	2.8
Same amount of crime as Westview neighbourhood	4	11.1
Less crime than Westview neighbourhood	9	25.0
A lot less crime than Westview neighbourhood	22	61.1
<i>Social Class of Own Neighbourhood</i>		
Same social class as the Westview neighbourhood	7	18.9
Wealthier than the Westview neighbourhood	19	51.4
Much wealthier than Westview neighbourhood	11	29.7
<i>Ethnic Diversity of Own Neighbourhood</i>		
Less diverse than the Westview neighbourhood	22	57.9
Just as diverse as the Westview neighbourhood	7	18.4
More diverse than the Westview neighbourhood	9	23.7
<i>Would Staff Member Live in Westview's Neighbourhood</i>		
No – would not live in Westview neighbourhood	26	70.3
Maybe – might live in Westview neighbourhood	9	24.3
Yes – would live in Westview neighbourhood	2	5.4

Sample Size=39

PROBLEMS AT SCHOOL

We began our exploration of school safety issues at Westview by asking staff respondents whether they thought specific behaviours were a problem at their school or not. (see Table 3 and Figure 1) The results suggest that:

- Over 60% of Westview staff feel that there is a very serious (24%) or serious problem (38%) with youth gangs at their school. Similarly 59% of Westview students feel that gangs are a serious or very serious problem.
- Almost 60% of Westview staff perceive that bullying is a serious or very serious problem at Westview (compared to 67% of students).

- About 60% of Westview staff members feel that there is a serious or very serious problem with students who talk back to teachers (compared to 51% of students).
- Over half (55%) of staff members feel that fighting is a serious or very serious problem at Westview (compared to 63% of students).
- Almost half (49%) of staff members believe that student theft is a serious or very serious problem at Westview. By contrast, 69% of Westview students reported that theft is a very serious or serious problem at their school. Perhaps Westview students are more impacted by theft than their teachers.
- Forty-six percent of staff respondents feel that student drug use is a very serious or serious problem at Westview (compared to 54% of students).
- About four out of ten staff members (39%) believe that student drug trafficking is a serious or very serious problem at Westview (compared to 52% of students).
- Almost one third of staff respondents (32%) feels that students who gossip is a serious or very serious problem at Westview (compared to 54% of students).
- One quarter (26%) of the staff respondents believes that students who bring weapons to school is a serious or very serious problem at Westview. By contrast, 60% of Westview students feel that weapons are a serious or very serious problem. This disparity might reflect the fact that students are more aware of the weapons that enter the school than teachers or support staff.
- Almost one out of five staff members (18%) believes that “racial or ethnic tensions between students” is a serious or very serious problem at Westview. This question was not asked of the students.
- Only 11% of staff members feel that “teachers who don’t care about students” is a serious or very serious problem at Westview. By comparison, 42% of Westview students felt that uncaring teachers was a serious or very serious problem.
- Only 8% of staff feel that “unfair punishment of students” is a serious or very serious problem at Westview (compared to 40% of students).
- Only 5% of staff feel that “unfair grading” is a serious or very serious problem at Westview -- compared to one third (34%) of students.

- Only 5% of the staff respondents feel that “teachers who don’t listen to students” is a serious or very serious problem at Westview -- compared to almost half (48%) of the student respondents.
- Only one staff respondent (2.7% of the sample) believes that “racial discrimination by teachers against students” is a serious or very serious problem at Westview. However, an additional 19% believe that it is a “small problem”. By contrast, half of the students surveyed at Westview (45%) feels that teacher racism is a serious or very serious problem at their school. An additional 15% of students feel teacher racism is a small problem.

In summary, the data indicate that the majority of staff at Westview feel that there are serious problems with youth gangs, bullying, students talking back to teachers and student fights. Almost half of all staff members also perceive serious problems with student theft, student drug use and student drug trafficking. Some are also concerned with student gossip, students who carry weapons and racial tensions between students. By contrast, very few staff respondents see problems with uncaring teachers, the unfair punishment of students, unfair grading of students, teachers who don’t listen or racial discrimination by teachers against students.

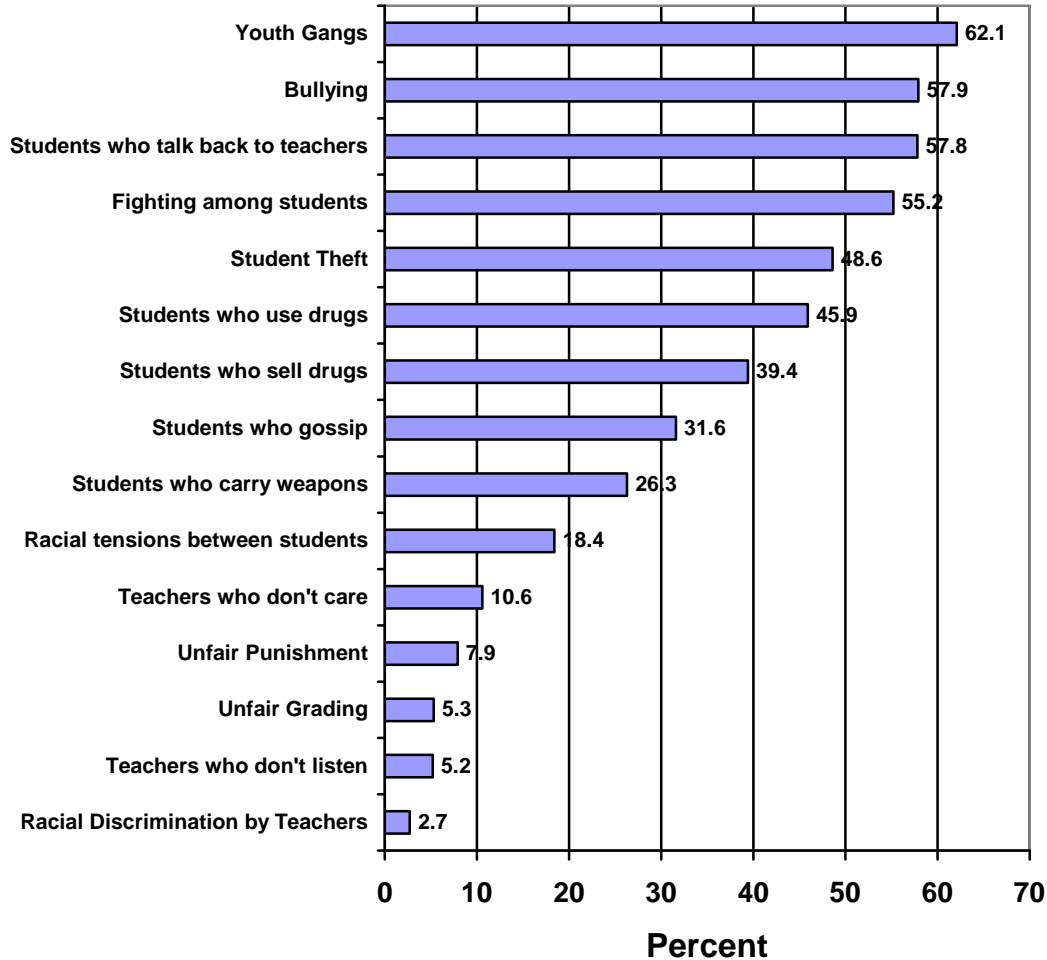
The data also indicate that teachers often have very different views about school problems than students. For example, staff members are significantly more likely than students to perceive serious problems with students who talk back to teachers. By contrast, students are significantly more likely to observe serious problems with teacher racism, student gossip, teachers who don’t listen to students, teachers who don’t care about students, unfair punishment and unfair grading. It is also interesting to note that students are somewhat more likely than teachers to view, theft, drug dealing and weapons as serious problems at their school. Is it possible that these issues are falling below the teachers’ radar at Westview? Are students more exposed to and thus, more aware of the crime and violence that takes place at Westview than their teachers? Nonetheless, teachers and students hold fundamentally similar views about the seriousness of youth gangs, student drug use, bullying and fighting.

TABLE 3:
Percent of Westview Staff Who Feel that Various Issues are
a Problem at Their School

TYPE OF PROBLEM	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem At All	Don't Know
Students who talk back to teachers.	28.9	28.9	39.5	2.6	0.0
Students who pick on or bully other students.	15.8	42.1	28.9	2.6	10.5
Students who steal things from other students.	13.5	35.1	37.8	0.0	13.5
Fighting between students.	18.4	36.8	44.7	0.0	0.0
Youth gangs.	24.3	37.8	35.1	0.0	2.7
Students who bring weapons to school.	10.5	15.8	36.8	2.6	34.2
Students who sell drugs.	10.5	28.9	26.3	0.0	34.2
Students who gossip and spread rumours about others.	21.1	10.5	39.5	7.9	21.1
Students who use drugs.	18.9	27.0	37.8	0.0	16.2
Teachers who don't listen to students.	2.6	2.6	34.2	39.5	21.1
Teachers who don't care about students	5.3	5.3	31.6	52.6	5.3
Racial discrimination by teachers against students.	2.7	0.0	18.9	48.6	29.7
Teachers who unfairly punish students.	5.3	2.6	15.8	50.0	26.3
Teachers who mark too hard.	0.0	5.3	21.1	47.4	26.3
Racial/ethnic tensions between students	2.6	15.8	42.1	18.4	21.1

Sample Size=39

FIGURE 1:
Percent of Staff at Westview Who Feel that Specific Issues
are a "Very Serious" or "Serious" Problem at Their School



We also asked the staff whether they agreed or disagreed with various statements about potential problems at their school. (see Table 4) The findings with respect to this set of questions reveal that:

- Six out of ten staff respondents (58%) agree that many students at Westview refuse to obey their teachers. Interestingly, 72% of student respondents also agreed with this statement.
- Six out of ten staff members (60%) agree that there are too many students at Westview who do not respect their teachers. This view was shared by 76% of students.

- About 30% of staff members agree that the behaviour of students at Westview has gotten worse over the past two years. Students were not asked this question.
- The vast majority of staff (87%) agree that, in general, teachers at Westview treat all students fairly. By contrast, only 50% of Westview students agreed with this statement.
- Eight out of ten staff respondents (79%) agree that most of the teachers and students at Westview get along well. This view was shared by only 62% of students.
- Over half of the staff respondents (51%), however, did admit that some teachers at Westview do not know how to talk to students. This view was shared by a similar proportion of students (54%).
- Over half of the staff respondents (52%) also agree that there are some teachers at Westview who do not respect their students.
- Half of all staff members (50%) agree that the media coverage of Jordan Manners' death unfairly damaged the reputation of the students in the Jane-Finch community. Four out of ten of them (37%) agreed that such media coverage had also damaged the reputation of the teachers who work in the Jane-Finch neighbourhood.
- Almost thirty percent (29%) of the staff members agree that they sometimes worry about their own safety when they come to work at Westview.
- Despite safety concerns and concerns about student behaviour, nine out of every ten staff respondents (89%) agree that they enjoy working at Westview.

In summary, a high proportion of both students and staff at Westview agrees that there are problems with students who do not obey or respect their teachers. However, only 30% of the staff members report that student behaviour has gotten worse over the past two years. Staff and students also seem to be in agreement that there are some teachers at Westview who just don't know how to talk to their students. However, compared to the staff respondents, students are less likely to agree that teachers always treat students fairly and are less likely to agree that teachers and students always get along. Finally, despite acknowledging serious safety concerns and problems with student behaviour, the vast majority of staff at Westview, as with the staff at C.W. Jefferys, agree that they enjoy working at the school.

TABLE 4:
Percent of Westview Staff Who Agree or Disagree with Various
Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
In general, I enjoy working at Westview.	52.6	36.8	5.3	0.0	5.3
In general, teachers at this school treat all students fairly.	42.1	44.7	5.3	5.3	2.6
Most of the students and teachers at Westview get along well.	34.2	44.7	13.2	5.3	2.6
There are too many students at this school who don't respect their teachers.	26.3	34.2	31.6	7.9	0.0
Many students at this school refuse to obey their teachers.	23.7	34.2	31.6	7.9	2.6
Media coverage of Jordan Manners' death has unfairly damaged the reputation of students from the Jane-Finch community.	21.1	28.9	31.6	13.2	5.3
Media coverage of Jordan Manners' death has unfairly damaged the reputation of teachers who work at schools in the Jane-Finch community.	18.4	18.4	39.5	5.3	18.4
Some teachers don't know how to talk to students.	13.5	37.8	24.3	5.4	18.9
The behaviour of students at this school has gotten worse over the past 2 years.	10.8	18.9	43.2	21.6	5.4
I am sometimes worried about my safety when I come to work at this school.	10.5	18.4	42.1	28.9	0.0
There are some teachers at Westview who do not respect their students.	7.9	44.7	26.3	2.6	18.4

Sample Size=39

Frequency of Problem Behaviours

We also asked the staff at Westview about how often specific problem activities occurred at their school.(see Table 5 and Figure 2) The results indicate that:

- Almost all Westview staff (90%) claim that “students making noise in the halls during class time” occurs at least once per week at their school. Indeed, 71% believe that such disruption occurs almost every day. Interestingly, 69% of Westview students also agree that students making noise during class is a problem that occurs at their school once per week or more.
- 71% of Westview staff report that students talk back to teachers at least once per week at their school. Fifty percent report that students talk back almost every day. About 61% of students also think students talk back once per week or more often.
- Almost half (47%) of the staff respondents report that bullying takes place at Westview at least once per week. A quarter (24%) think bullying occurs almost every day. Similarly almost forty percent (38%) of Westview students report that bullying takes place once per week or more and 23% think it occurs almost every day.
- Over 40% of staff respondents report that fights between students occur at least once per week at Westview. In fact, 13% of staff report that fights take place almost every day. Thirty percent of students also think that fights take place at least once per week and 10% think fights occur almost every day.
- Over a third of staff respondents (34%) think that student drug trafficking takes place at least once per week at Westview. Only 16% report that drug trafficking occurs almost every day. Similarly 28% of students think drug dealing occurs at least once per week and 20% think it occurs almost every day. A high proportion of both staff (60%) and students (52%) claim that they do not know how often drug dealing takes place at their school.
- 13% of staff respondents report that students bring weapons to school at least once per week. Eight percent of staff members believe that students bring weapons to school almost every day. Whereas, 20% of students think that students bring weapons to school once per week and 13% think they bring weapons to school almost every day. A high proportion of teachers (68%) and students (54%) do not know how often students bring weapons to school.
- Only 8% of Westview staff think that students are treated unfairly by teachers once per week or more often, of which 5% think they are treated unfairly almost every day. By contrast, 28% of student respondents think

that teachers treat students unfairly at least once per week and 11% think teachers treat students unfairly almost every day.

- Finally, staff respondents rarely think students are subject to unfair punishment. Indeed, only 8% think unfair punishment of students occurs once per week or more often and 5% think unfair punishment occurs almost every day. By contrast, 28% of students think that teachers unfairly punish students at least once per week and 11% report that students are unfairly punished almost every day.

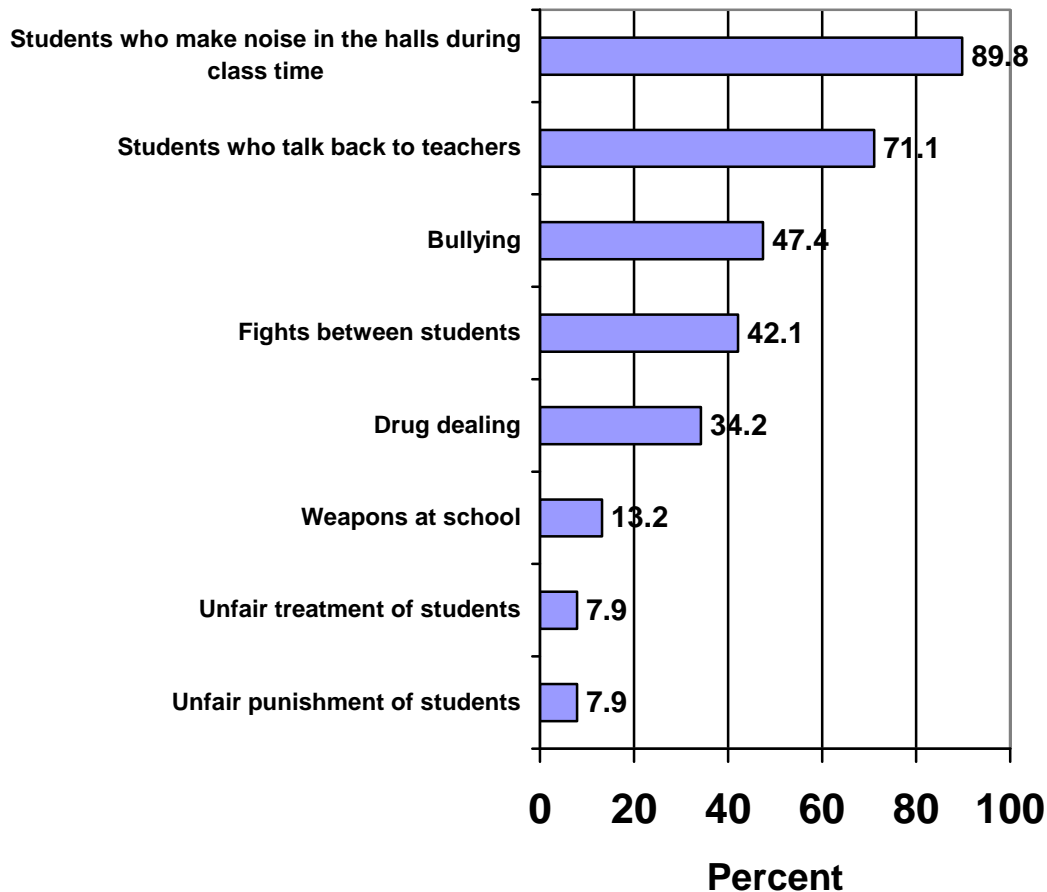
In summary, the majority of staff respondents report that noise in the hallways during class, students talking back to teachers and bullying occurs at least once per week at Westview. In addition, forty percent of all the staff members report that fights occur at least once per week and a third report that drug dealing occurs with the same frequency. The staff at Westview are more likely than students to believe that hallway noise, talking back to teachers, bullying, fights and drug dealing occurs at least once per week. On the other hand, students are more likely to believe that both unfair punishment and unfair treatment of students occurs on a frequent basis, and are more likely to perceive a greater frequency of weapons in the school, compared to Westview staff members.

TABLE 5:
Staff Perceptions About How Frequently Specific Activities Take Place at Their School

ACTIVITY	Almost Every Day	At Least Once per Week	At Least Once per Month	A Few Times a Year	Never Or Almost Never	Don't Know
How often do students hang out in the halls and make noise while classes are on?	71.1	18.4	0.0	0.0	7.9	2.6
How often do students talk back or act rudely to teachers?	50.0	21.1	5.3	10.5	5.3	7.9
How often do students get picked on or bullied?	23.7	23.7	10.5	10.5	0.0	31.6
How often do students sell drugs?	15.8	18.4	2.6	0.0	2.6	60.5
How often do students bring weapons to school?	7.9	5.3	2.6	5.3	10.5	68.4
How often do students get into fights?	13.2	28.9	26.3	15.8	0.0	15.8
How often are students unfairly punished?	5.3	2.6	0.0	2.6	50.0	39.5
How often do teachers treat students unfairly?	5.3	2.6	5.3	2.6	34.2	50.0

Sample Size=39

FIGURE 2:
Percent of Staff Who Feel That Certain Activities Take
Place at Their School Once per Week or More



Other Problems at Westview

We also asked the staff respondents if there were any other problems at Westview that the questionnaire had not yet identified. Some respondents identified specific issues including: student lateness and absences, unruly students in the halls, no consequences for bad behaviour at home and the abject poverty of the local community. Other staff respondents expressed concerns about the relationship between the teachers and the school administration. Some felt that there was a lack of consequences for poor student behaviour or that school rules were inconsistently enforced by the Principal and Vice-principals. Others cited a general breakdown in communication between the teachers and parents on the one hand, and between teachers and students on the other. Examples of the comments made by the staff respondents include the following:

A lot of times, if you call home because of a student's behaviour there are no consequences at home because: 1) You can't reach parents; 2) Parents

cannot handle the kids themselves; or 3) The parent believes that their child doesn't do any of those things without just cause -- so you must have disrespected their child.

Administrators are always downplaying certain situations between students and support staff.

Although we have several hall monitors, there is very little hall supervision -- and when there is an emergency (students acting up) it takes at least 10-15 minutes to get him/her out of class. Consequently there is a lot of tense environment as well as time taken away from the students who are serious and want to learn.

Attendance, punctuality, cell phones, no consequences for poor student behaviour. The administration makes excuses for bad student behaviour. It seems nothing is ever done.

Everyone has problems sticking to established rules regarding everyday school discipline.

I am attaching a letter of recommendation. We have a disproportionate amount of Grade 9 students who have been "transferred" into our school. They are not ready to read Grade 9 textbooks in most subject matters. There are students over 18 years of age who re-register and then do not attend class. They roam the halls and lure other weak students out of class.

I have answered questions in section B based on my own direct personal knowledge and experience, not rumour or hearsay. What you need to know is that every teacher who works here is very clear that we aren't just educating these children. We're helping to raise them. This creates a special bond between students and teachers here. The relationship may not always go smoothly, but the friction is almost always out of concern or disappointment.

I have many students that are late for 1st period and after lunch. I have many students that are absent from class for long periods of time.

There is a lack of consistency with the administration and hall monitors to enforce uniforms, electronics (toys/phones), wandering into classrooms, food in classrooms, skipping, etc.

Not enough accountability to students and parents. There is a strong sense of teachers always wanting students to be suspended or punished. Some teachers work hard to get students to permanently leave school—to push them out. Some hall monitors are a problem for students.

Principals are not serious enough with fights and punishments, late students, attendance, etc.

There are problems with regular attendance and punctuality. Many students are not prepared for their classes.

Some kids roam about in the hallways. They disturb other classes in session. They block the door and sometimes enter in the class where there is a supply teacher. Some kids come emotionally disturbed from their home. Fix the home atmosphere and the school atmosphere will improve.

Students do not identify themselves when challenged. Students ignore teachers in hallways. They say "I'm not in your class" or "Just go about your business".

Students who are not engaged in learning who turn to "hall walking."

Students arriving at school hungry or without a proper winter jacket. Students not bringing or buying lunch so they continue to be hungry at school. Students lack mentors to guide them through school. Students feel trapped in their surroundings. School does not meet the diverse needs of all students -- particularly those who have left school for a period of time and are now returning.

The majority of students have behavioural problems. They are rude, uncooperative, disruptive and they swear at the teachers (they use the F-word). If the teacher sends those students to office the administration does not react properly or communicate to parents properly. Some administrators just blame the teachers and say that he or she doesn't have classroom management skills. It's our responsibilities as elders and teachers to correct students' behaviours and help them for their better future. A teacher is not an enemy of the student (mostly not). So the administration and parents must support the teachers in this case.

This is a good school. I have worked in a number of high schools and nowhere have I found a more committed, hard-working and caring staff, administration and support staff. I mean this in all sincerity. The great majority of the kid's also are super. There is a tiny minority, however, whose behaviour, rudeness and outright defiance of any rules (including those of basic respect towards peers and authority) keeps others from learning, waste an enormous amount of time and energy on the part of the teachers and administration and makes Westview, at times, a less than sage learning environment. Something more radical is needed to keep these students from ruining it for everyone else. There should be alternative programs for them, maybe a school dedicated to dealing with

the more egregious troublemakers so that the business of leaning can carry on in a more effective way. Our students deserve no less. Westview is on a slippery slope; if rudeness, disrespect, defiance of rules and expectations are not checked, then things will continue to slide inexorably towards mayhem. We, staff and administration, are doing a good job in dealing with such problems, but we need more resources and more serious consequences for those (relatively few) who are serial troublemakers.

STAFF PERCEPTIONS OF SAFETY

We next asked the staff respondents from Westview a variety of questions about their perceptions of safety both inside and outside of school. We began by asking how safe staff members felt at school before the shooting of Jordan Manners. (see Table 6) One fifth (21%) reported that they felt very safe before the shooting and an additional 63% felt fairly safe. Before the shooting only 16% of staff members felt either unsafe or very unsafe.

Compared to the staff at Jefferys (where the shooting actually took place), feelings of safety only declined slightly in the immediate aftermath of the Manners incident. Indeed, the proportion of staff members feeling either very safe or fairly safe only dropped from 84% to 79% during this time period. By contrast, the percentage of staff feeling unsafe or very unsafe jumped from 16% to 21%. Furthermore, as with the situation at Jefferys, the slight increase in fear among staff at Westview was only temporary. Indeed, staff respondents appear to feel safer now (at the time of the survey) than they did before the shooting. For example, before the shooting (May 2007), 21% of staff respondents felt very safe at Westview. This figure had risen to 24% by November 2007. Perhaps some staff noticed differences in school safety procedures or disciplinary actions in the wake of the shooting and these changes subsequently made them feel safer at school.

We also asked the staff respondents: “In general, would you say that Westview Centennial is a very safe school, a fairly safe school, or do you think that the school is an unsafe place for teachers and students?”. (see Figure 3) The findings suggest that the vast majority of staff members (87%) feel that, in general, Westview is either a very safe (24%) or a fairly safe school (63%). Only 13% of staff respondents feel that Westview is either unsafe (10.5%) or very unsafe (2.6%). Interestingly, further analysis suggests that teachers are actually more likely to view Westview as a safe school, than students. For example, almost a quarter (24%) of Westview staff feel that their school is very safe, compared to only 15% of Westview students.

Finally, we also asked staff members: “Do you think that Westview has less violence than other high schools in Toronto, more violence than other schools or do you think it is about the same as other schools?” Only 16% of staff respondents feel that Westview is less violent than other schools. By contrast, 40% believe that Westview is more violent than other schools and 37% think it is just as violent. Interestingly, although staff members are more likely than students to think that Westview is “very safe,” a higher

proportion of students think that Westview is safe relative to other high schools. For example, 27% of Westview students think their school is less violent than other schools, compared to only 16% of Westview staff. On the other hand, only 21% of students think Westview is more violent than other schools, compared to 40% of staff respondents.

TABLE 6:
Percent of Staff Who Felt Safe or Unsafe at Westview Before and After the Shooting Death of Jordan Manners

TIME PERIOD	Very Safe	Fairly Safe	Unsafe	Very Unsafe
How safe did you feel at your school before the shooting?	21.1	63.2	10.5	5.3
How safe did you feel at your school immediately following the shooting?	23.7	55.3	18.4	2.6
How safe do you feel at your school today?	23.7	60.5	13.2	2.6

Sample Size=39

FIGURE 3:
Percent of Staff Who Feel that Westview is a Safe or an Unsafe School

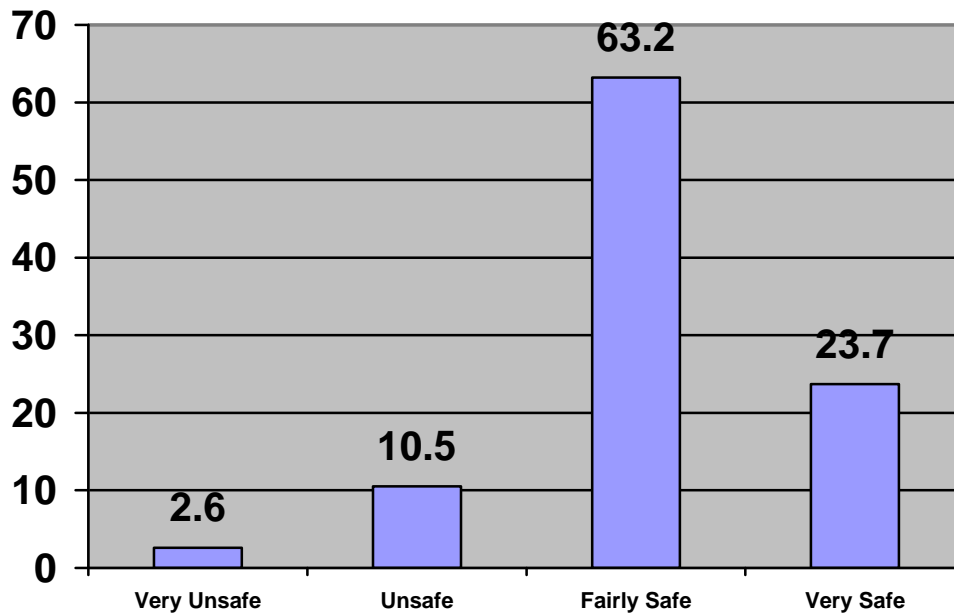
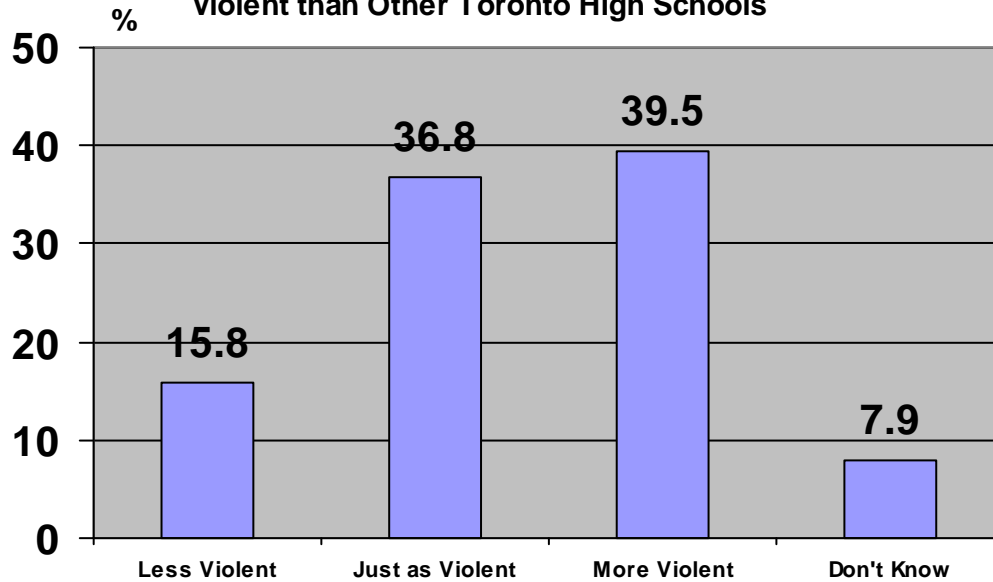


FIGURE 4:
Percent of Staff Who Feel that Westview is More or Less
Violent than Other Toronto High Schools



Feelings of Safety by Social Context

After consulting with staff about their feelings of safety at school, we asked them how safe they feel (or would feel) when they engage in a variety of different activities outside of the school environment. (see Table 7 and Figure 5) The results confirm that many Westview staff, as with their counterparts at C.W. Jefferys, fear the neighbourhood around the school. Indeed, almost sixty percent of staff respondents indicated that they would feel unsafe or very unsafe walking around the Westview neighbourhood at night. It was somewhat surprising to note that three times as many staff respondents (59%) reported that they would feel unsafe walking in the Westview neighbourhood at night than felt unsafe immediately following the shooting death of Jordan Mannors (21%).

The next most feared activity for Westview staff members appears to be walking around the Westview neighbourhood during the day. One out of four staff respondents (24%) indicated that they would feel unsafe or very unsafe walking around the Westview neighbourhood during the day, 23% would feel unsafe going to a bar or nightclub at night, 19% would feel unsafe riding a bus or subway at night and 13% would feel unsafe going downtown. It is interesting to note that staff members are apparently more afraid of walking around the Westview neighbourhood during the day (24% feel unsafe) than they are of walking around their own neighbourhood at night (only 16% feel unsafe).

It is a recognized finding in the criminological research literature that fear of crime is greater among older people than younger people. Thus, it is surprising to note that Westview students report somewhat higher levels of fear than their staff counterparts. Although students tend to feel somewhat safer at school than staff members (see

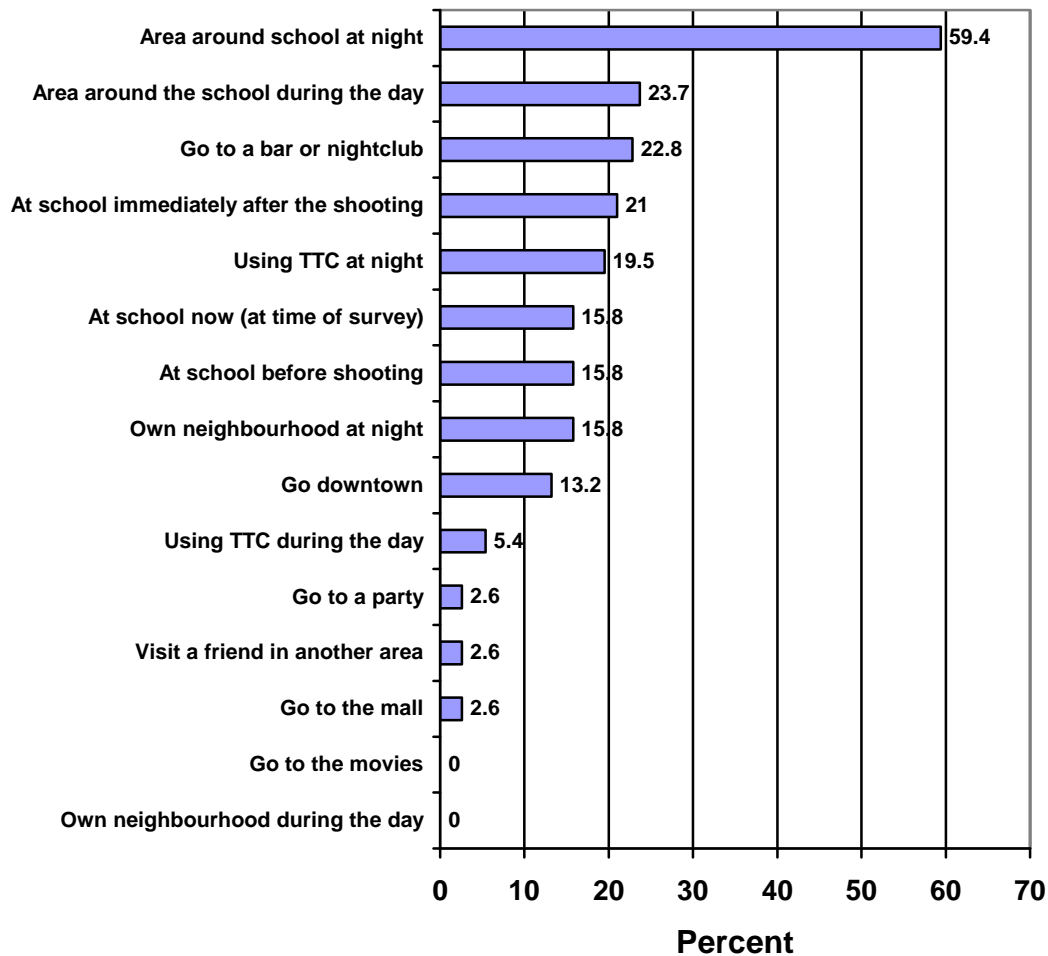
discussion in the previous section), staff members feel safer in all other social contexts. For example, 59% of students report that they would feel unsafe walking around their own neighbourhood at night, compared to only 16% of staff members. Similarly, 14% of students report that they would feel unsafe walking around their own neighbourhood during the day. By contrast, not a single staff member (0%) reported that they would feel unsafe walking around their neighbourhood during the day. These findings suggest that the community around Westview, where most Westview students live, may indeed be more dangerous than the types of neighbourhoods in which staff members reside. However, compared to staff members, students are also more likely to feel unsafe when they go to bars or nightclubs (52% vs. 23%), use the TTC at night (48% vs. 20%), go to a party (23% vs. 3%), visit a friend in another area (20% vs. 3%), go downtown (20% vs. 13%), use the TTC during the day (8% vs. 5%), go to a mall (7% vs. 3%) or go to the movies with friends (7% vs. 0%). These results may be a reflection of the fact that, over the past few years, students are more likely to have experienced various forms of criminal victimization – in a variety of contexts – than the staff members. (see discussion in the following sections)

TABLE 7:
Percent of Westview Staff Who Feel Safe or Unsafe
in Specific Social Contexts

Social Context	Very Unsafe	Unsafe	Fairly Safe	Very Safe	Don't Know/ Depends
Walking around the Westview neighbourhood after dark.	29.7	29.7	18.9	2.7	18.9
Going to a nightclub or bar.	5.7	17.1	40.0	17.1	20.0
Walking around the Westview neighbourhood during the day.	5.3	18.4	39.5	34.2	2.6
Went downtown	0.0	13.2	55.3	26.3	5.3
Taking the bus or subway at night.	2.8	16.7	55.6	11.1	13.9
Walked in your own neighbourhood at night.	2.6	13.2	44.7	28.9	10.5
Taking a bus or subway during the day.	2.7	2.7	43.2	43.2	8.1
Went to a shopping mall.	0.0	2.6	50.0	47.4	0.0
Went to visit a friend in another part of town.	0.0	2.6	47.4	42.1	7.9
Went to the movies with friends.	0.0	0.0	42.1	50.0	7.9
Went to a party at someone's friend.	0.0	2.6	36.8	50.0	10.5
Walked in your own neighbourhood during the day.	0.0	0.0	28.9	71.1	0.0

Sample Size=39

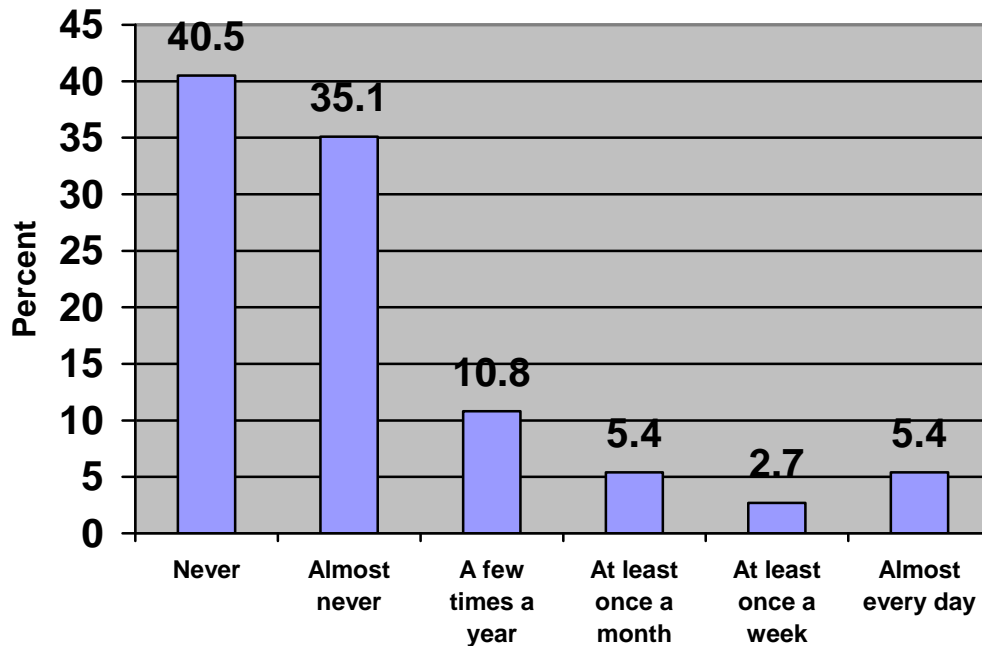
FIGURE 5:
Percent of Westview Staff Who Feel "Unsafe" or "Very Unsafe" in Different Social Contexts



Perceived Safety Travelling To and From School

We also asked the staff respondents how frequently they felt afraid or unsafe when travelling to and from school. (see Figure 6) Forty percent of staff members indicate that they never feel unsafe travelling to and from school. An additional 35% indicate that they almost never feel unsafe. However, 14% of staff members feel unsafe at least once a month and 5% feel unsafe almost every day. Further analysis reveals that staff members are slightly less likely to feel unsafe travelling to and from school, than students. For example, 25% of staff members feel unsafe travelling to and from school at least a few times per year, compared to 29% of students. Similarly, only 5% of staff members feel unsafe almost every day, compared to 7% of Westview students.

FIGURE 6:
Frequency that Westview Staff Feel Afraid or Unsafe
When Travelling To and From School



Fear of Criminal Victimization

Finally, we asked the staff respondents from Westview if they ever worried about specific criminal activities or behaviours at school or outside of school. (see Table 8 and Figure 7) The results indicate that:

- Two-thirds of staff respondents (66%) at least sometimes worry about the gangs in the neighbourhood around the school. Over a quarter (27%) “often” or “always” worry about these gangs.
- Six out of ten staff members (61%) at least sometimes worry about the gangs at Westview. Almost a third (30%) “often” or “always” worry about the gangs at their school.
- Forty-five percent of staff members at least sometimes worry about having something stolen from them at school, of which 16% “often” or “always” worry about becoming the victim of such a crime.
- More than a third of all staff members (42%) at least sometimes worry about having something stolen outside of school

- More than a third of staff members (39%) at least sometimes worry about being robbed by someone outside of school. Over a quarter (29%) at least sometimes worry about being robbed by a student at school.
- More than a third of staff members (37%) at least sometimes worry about being shot at or attacked with a weapon at school. The same proportion of staff respondents at least sometimes worry about such attacks outside of school.
- About one-third of the staff members at Westview (32%) at least sometimes worry about being physically assaulted by a student at school. The same proportion of staff respondents sometimes worry about physical assaults outside of school.
- In general, although staff members are not often worried about sexual assaults, they are more worried about the possibility of being sexually assaulted outside of school than in school. For example, 8% of staff respondents at least sometimes worry about being sexually assaulted outside of school, while only 5% sometimes worry about being sexually assaulted at school.

In general, the survey results suggest that staff members are somewhat less worried about specific types of criminal victimization than students. For example, 45% of staff members are at least sometimes worried about theft at school, compared to 50% of students. Similarly, 29% of staff members are at least sometimes worried about being robbed at Westview, compared to 42% of students. Furthermore, 32% of staff respondents report being at least sometimes worried about being assaulted at school, compared to 39% of students. Westview students are also four times more likely to worry about being sexually assaulted at school (19%) than staff members (5%). Students and staff, however, are equally worried about physical assaults and robbery outside of school. Interestingly, Westview staff respondents are somewhat more likely to be worried about gangs at school (61%) than Westview students (55%). In addition, a higher proportion of Westview staff members (37%) than students (24%) sometimes worry about being shot or attacked with a weapon at school. However, compared to the staff respondents, Westview students are much more likely to express worry about the gangs that live in their own neighbourhood (61% vs 32%). This is further evidence that the students at Westview may indeed live in more dangerous communities than teachers and staff.

Other “Unsafe” Places

We next asked the staff respondents: “Are there any school activities or places around the school that you avoid because you are afraid for your safety?” Many respondents reported that they avoid certain areas of the school – including certain stairwells and the area around the cafeteria – where they felt they might encounter large groups of students hanging out. It is clear that some teachers find such situations intimidating and do not

want to be forced into a situation where they might have to enforce the rules of the school. A number of staff also indicated that they do not like being around the school after dark. This is consistent with other results (presented above) that suggest that a high proportion of staff members feel unsafe in the Westview neighbourhood after dark. Specific teacher comments about unsafe places around the school include the following:

I avoid areas where there are crowds of students.

I avoid the back parking lot and certain back corridors in the evening. I don't like events where parents have to meet the teacher's night.

The fitness room after 4:30 pm.

I avoid the following: 1) the hallway by the cafeteria; 2) behind the curtains on the stage; 3) the foyer in front of the school; 4) the cafeteria; 5) school dances; 6) the parking lot after dark; 7) any area on the first floor facing Oakdale Rd; and 8) School assemblies.

I try not to venture out of the office alone.

I often travel by myself, sometimes I feel uncertain because I am not sure what weapons if any, students might have on them or in their lockers.

If I have to attend a function at night (i.e. parents night, a concert or just working late) I will ask someone to wait for me and walk with me to the parking lot. I will sometimes ask the custodian to walk me to the parking lot door and wait till I'm in the car. Reason for it is that it is night and dark and it is a bad area.

Nothing in particular -- If there are a lot of students hanging around, loud noisy, I would avoid it and just call the hall monitor.

Oakdale doors, first floor, some stairwells.

The first floor, by the Oakdale doors, by the library.

Stairwells throughout the school, hallways leading to parking lot, the parking lot.

Stairwells, Oakdale doors, shop 8/9 doors, bathrooms (except staff bathrooms), areas around the cafeteria or shops.

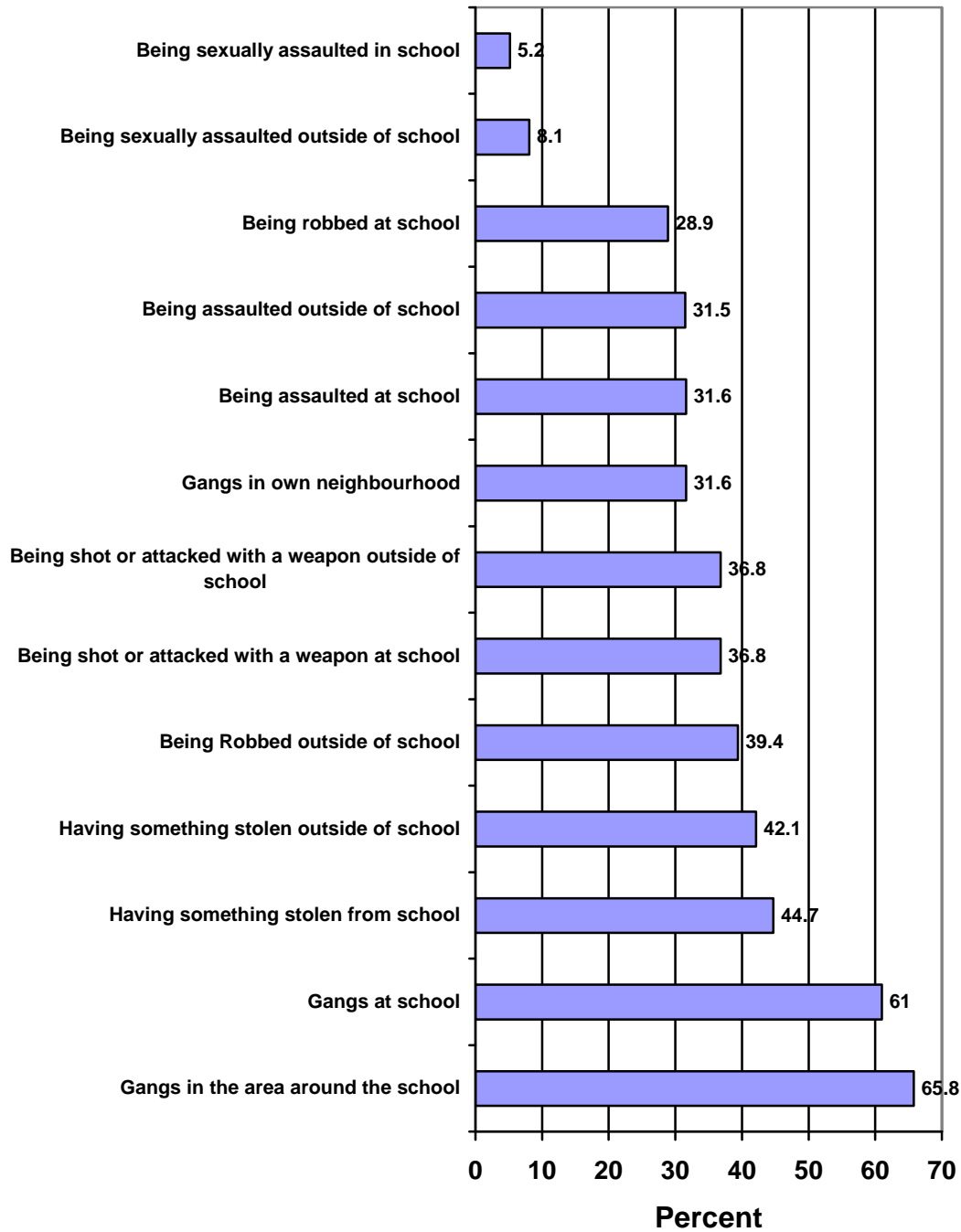
It should be stressed, however, that a few Westview teachers did not have any fear at all of the school or the area around the school. As one respondent wrote: "I have taught at Westview for 20 years. I have never been afraid for my safety."

TABLE 8:
Percent of Westview Staff Who Report being Worried or Not Worried
About Specific Types of Criminal Activity

Do you ever Worry about...	Never	Almost Never	Sometimes	Often	All the Time
Street gangs in your school	28.9	10.5	31.6	23.7	5.7
Street gangs in the community around the school	21.1	13.2	39.5	15.8	10.5
Street gangs in your own neighbourhood	55.3	13.2	39.5	15.8	10.5
Being attacked or beat up by a student	50.0	18.4	23.7	7.9	0.0
Being attacked or beat up by someone outside the school	36.8	31.6	28.9	2.6	0.0
Being robbed by a student	44.7	26.3	26.3	0.0	2.6
Being robbed by someone from outside the school	34.2	26.3	34.2	2.6	2.6
Having something stolen from you at school	31.6	23.7	28.9	10.5	5.3
Having something stolen from you outside of school	23.7	34.2	36.8	0.0	5.3
Being shot at or attacked with a weapon at school	47.4	15.8	31.6	2.6	2.6
Being shot at or attacked with a weapon outside of school	39.5	23.7	28.9	5.3	2.6
Being sexually assaulted or molested at school	78.9	15.8	2.6	0.0	2.6
Being sexually assaulted or molested outside of school	67.6	24.3	8.1	0.0	0.0

Sample Size=39

FIGURE 7:
Percent of Westview Staff Who are at Least
"Sometimes" Worried about Specific Criminal Activities



STAFF VICTIMIZATION

In the next section of the questionnaire, we asked our staff respondents whether or not they had been the victim of various crimes at school in the past two years and if they had been subject to poor student behaviour. (see Table 9 and Figure 8) The results indicate that:

- Over eighty percent of the staff (84%) at Westview report that a student talked back to them at least once over the past two years. Over half (53%) report that students talked back to them on five or more occasions.
- Over half of Westview staff respondents (55%) report that they have been physically threatened by a student over the past two years. Over ten percent (13%) have been threatened on two or more occasions.
- Over half of the staff members (54%) from Westview report that they have been accused of unfairly punishing a student over the past two years. Sixteen percent indicate that they have been accused of unfair punishment on at least five occasions.
- Half of all staff members (50%) indicate that they have been teased or insulted by a student in the past two years. Over a quarter (27%) have been teased or insulted by a student on two or more occasions.
- Almost half of the staff members (47%) indicate that they have been accused of unfair grading over the past two years. Seventeen percent have been accused of unfair grading on five or more occasions.
- One third of Westview staff members (34%) have been the victim of minor theft (under \$50) at school over the past two years. Sixteen percent have been the victim of minor theft on two or more occasions.
- Almost a third (29%) of the Westview staff respondents have been the victim of vandalism at school over the past two years. Five percent have been the victim of vandalism – at school – on multiple occasions.
- Staff respondents were also asked the following question: “How many times has a student at your school sexually harassed you or made inappropriate sexual comments?” Only 13% of staff members indicate that they have been sexually harassed by a student in the past two years. One out of twenty (5%) have been sexually harassed by a student on multiple occasions.
- Only 10.5% of staff members have been the victim of major theft (over \$50) at school over the past two years. Five percent have been the victim of major theft on two or more occasions.

- Three staff respondents from Westview (8%) indicate that they have been physically assaulted by a student in the past two years. One respondent (3%) reports being physically assaulted on five or more occasions.
- Two of the staff respondents (5%) indicate that they have been threatened by a student with a weapon over the past two years.
- Two Westview staff members (5% of all staff respondents) indicate that they have been physically assaulted by a student with a weapon over the past two years. One respondent indicated that they have been physically assaulted with a weapon on more than one occasion.

Further analysis suggests that Westview staff members are much more likely to be victimized at school than outside of school. (see Figure 8) For example, while 55% of staff respondents were threatened with physical assault at school, only 8% were threatened outside of school. Similarly, 50% of staff members were insulted or teased at school. By contrast, only 27% were insulted or teased outside of school. This general relationship holds for all types of victimization -- with the exception of major theft. Staff respondents were slightly more likely to report being the victim of major theft outside of school (14%) than in school (10%).

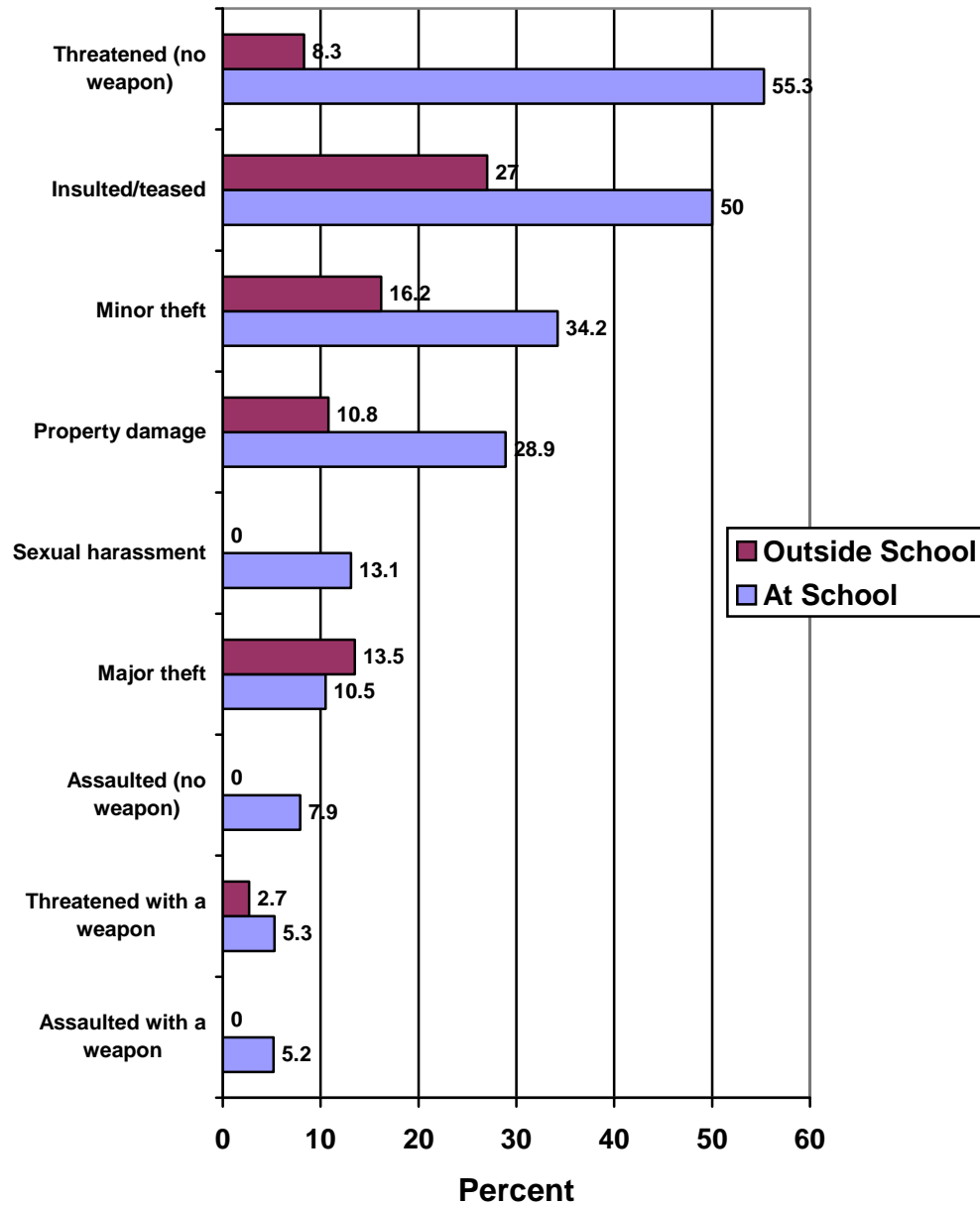
In general, the findings also suggest that staff members are much less likely to be victimized at school than students. For example, 38% of Westview students were physically assaulted at school over the past two years, compared to only 8% of staff members. Similarly, 23% of students were the victim of a major theft at school in the past two years, compared to only 10% of staff members. However, staff members (55%) were more likely to report being physically threatened at school -- without a weapon -- than students (40%). Furthermore, student and staff respondents are equally likely to report minor theft, property damage and being teased or insulted at school.

TABLE 9:
Percent of Westview Staff Who Have Experienced Different Types
of Victimization in the Past Two Years, by School and Non-School Locations

TYPE OF VICTIMIZATION	Never	Once	Between 2 and 5 times	More than 5 Times
Minor theft: at school	65.8	18.4	15.8	0.0
Minor theft: outside of school	83.8	8.1	8.1	0.0
Major theft: at school	89.5	5.3	2.6	2.6
Major theft: outside of school	86.5	10.8	2.7	0.0
Vandalism: at school	71.1	23.7	2.6	2.6
Vandalism: outside of school	89.2	5.4	5.4	0.0
Threatened: at school	44.7	42.1	5.3	7.9
Threatened: outside of school	91.7	8.3	0.0	0.0
Weapons threats: at school	94.7	5.3	0.0	0.0
Weapons threats: outside of school	97.3	2.7	0.0	0.0
Assaulted: at school	92.1	5.3	2.6	0.0
Assaulted: outside of school	100	0.0	0.0	0.0
Weapon assault: at school	94.7	2.6	2.6	0.0
Weapon assault: outside of school	100	0.0	0.0	0.0
Sexually harassed by a student at school	86.8	7.9	2.6	2.6
Sexually assaulted outside of school	100	0.0	0.0	0.0
Teased/Insulted by a student at school	50.0	23.7	15.8	10.5
Teased/Insulted: outside of school	73.0	16.2	10.8	0.0
Had a student talk back to you	15.8	7.9	23.7	52.6
Accused of unfair punishment by a student	45.9	13.5	24.3	16.2
Accused of unfair grading by a student	52.8	11.1	19.4	16.7
Attempted shooting	100	0.0	0.0	0.0
Robbery	100	0.0	0.0	0.0

Sample Size=39

FIGURE 8:
Percent of Westview Staff Who Experienced Various
Types of Victimization Over the Past Two Years,
by Location



WITNESSING CRIME AND STUDENT MISBEHAVIOUR

We also asked the staff members from Westview if they had ever witnessed specific types of student misbehaviour – including criminal activity – at their school over the past two years. (see Table 10 and Figure 9) The results indicate that:

- Almost all Westview staff members (97%) have witnessed a fight between students in the past two years. Indeed, 86% of staff members have witnessed a fight between students on more than one occasion and over a third (35%) have witnessed five or more fights at school over the past two years.
- Nine out of every ten staff members (92%) has also witnessed a student swearing at or insulting a teacher in the past two years. Over forty percent of staff members (42%) have witnessed such behaviour on five or more occasions in the past two years.
- Nine out of every ten staff members (92%) has also witnessed a student talking back to a teacher in the past two years. Indeed, almost two-thirds of staff members (65%) have witnessed a student talking back to a teacher on five or more occasions.
- Three out of four staff members (74%) have witnessed drunk or intoxicated students at school over the past two years. Almost a third (32%) have witnessed drunk or intoxicated students on five or more occasions.
- Seven out of ten staff members (71%) have witnessed a student threaten another student at school in the past two years. One quarter (26%) of staff respondents have witnessed a student threaten another student on five or more occasions.
- Six out of ten Westview staff members (58%) indicate that they have seen a student with a weapon – like a knife or a bat – at school over the past two years. Almost twenty percent (19%) have seen a student with a knife or bat on more than one occasion.
- Almost sixty percent (57%) of the staff members indicate that they have witnessed a student threaten a teacher in the past two years. Over a third (35%) have seen a student threaten a teacher on two or more occasions and 16% have witnessed such behaviour at least five times over the past two years.
- Forty-five percent of staff members report that they have witnessed a student engaging in theft at school over the past two years. Almost a third have witnessed a student engaging in theft on two or more occasions.

- Four out of ten of the staff respondents (38%) indicate that they have witnessed a student sexually harass another student over the past two years. Eleven percent have witnessed a student sexually harass another student on five or more occasions.
- One out of every four Westview staff members (26%) reports that they have witnessed students engaged in drug trafficking at school over the past two years.
- Only eight percent of staff members at Westview have witnessed a student sexually harass a teacher at school over the past two years.
- Finally, two of the 39 staff respondents from Westview (5%) indicate that they have seen a student with a gun at school in the past two years. One staff respondent reported that they had seen a student with a gun on two different occasions. The other indicated that they had seen a student with a gun on four occasions.

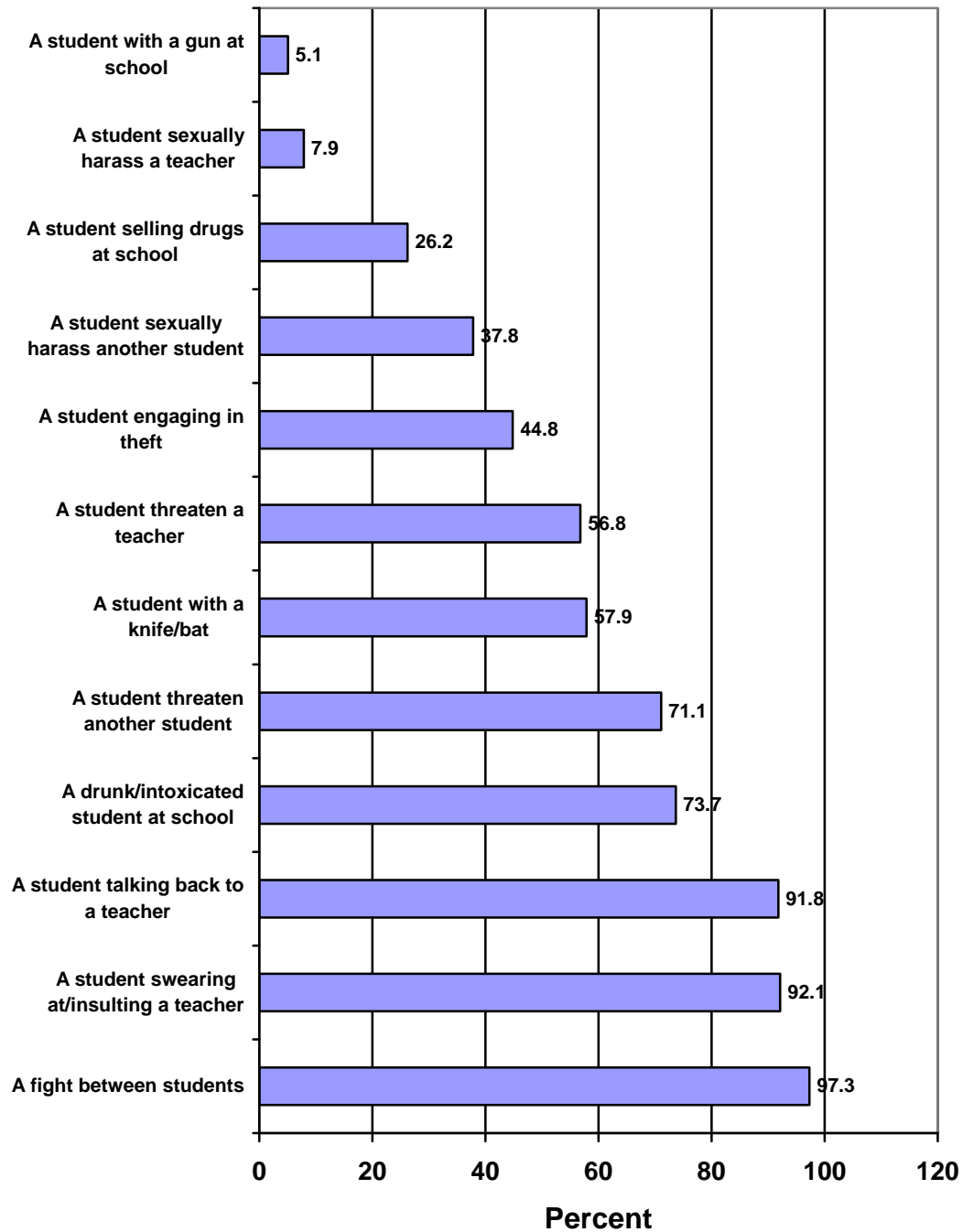
TABLE 10:

Percent of Westview Staff Who Have Witnessed Different Types of Incidents in the Past Two Years, by School and Non-School Locations

TYPE OF INCIDENTS WITNESSED	Never	Once	Twice	Three Times	Four Times	Five Times or More
A student talking back to a teacher	8.1	8.1	5.4	5.4	8.1	64.8
A student swearing at or insulting a teacher	7.9	10.5	15.8	15.8	7.9	42.1
A fight between students	2.7	10.8	27.0	13.5	10.8	35.1
Students who were drunk or intoxicated at school	26.3	5.3	18.4	2.6	15.8	31.6
A student threaten another student	28.9	15.8	18.4	5.3	5.3	26.4
A student threaten a teacher	43.2	21.6	13.5	2.7	2.7	16.2
A student sexually harass another student	62.2	10.8	10.8	2.7	2.7	10.8
A student engaging in theft	55.3	13.2	15.8	2.6	2.6	10.6
A student selling drugs	73.7	2.6	10.5	2.6	2.6	7.9
A student with a knife or bat	42.1	39.5	5.3	2.6	2.6	7.9
A student sexually harass a teacher	92.1	7.9	0.0	0.0	0.0	0.0
A student carrying a gun at school	97.4	0.0	2.6	0.0	0.0	0.0

Sample Size=39

FIGURE 9:
Percent of Westview Staff Who Witnessed Various
Incidents at School Over the Past Two Years



We also asked staff members whether they felt school safety at Westview had increased, decreased or remained about the same over the past two years. (see Figure 10) The results indicate that half of the staff respondents from Westview (53%) feel that school safety has not changed at all over the past two years. However, those who do perceive change tend to feel that things have changed for the better. One out of every three staff members (29%) believes that school safety at Westview has improved over the past two years. One out of every ten staff members (10%) feels that school safety at Westview has increased a great deal. It is important to note that, at least from a staff perspective, school safety appears to be more stable at Westview than at C.W. Jefferys. If you recall, 60% of the staff respondents from Jefferys felt that school safety had *decreased* at their school over the past two years. By contrast, only 10% of Westview staff respondents feel that school safety has deteriorated at their school over the same period of time.

We also asked the staff respondents whether they thought student behaviour at Westview had improved or gotten worse over the past two years. (see Figure 11) Almost half of the staff members from Westview (47%) perceived no change in student behaviour. However, one out of every four (26%) felt that student behaviour had improved. Nonetheless, 21% of Westview staff members still felt that student behaviour at their school had gotten worse over the past two years. As with general school safety, Westview staff members tend to be more positive about changes in student behaviour than the staff at C.W. Jefferys. For example, 61% of the staff at Jefferys felt that student behaviour at their school had gotten worse over the past two years, compared to only 21% of Westview staff. Similarly, 26% of Westview staff feel that student behaviour had improved, compared to only 8% of the staff respondents from Jefferys.

FIGURE 10:
Percent of Westview Staff Who Feel that School Safety
has Increased or Decreased over the Past Two Years

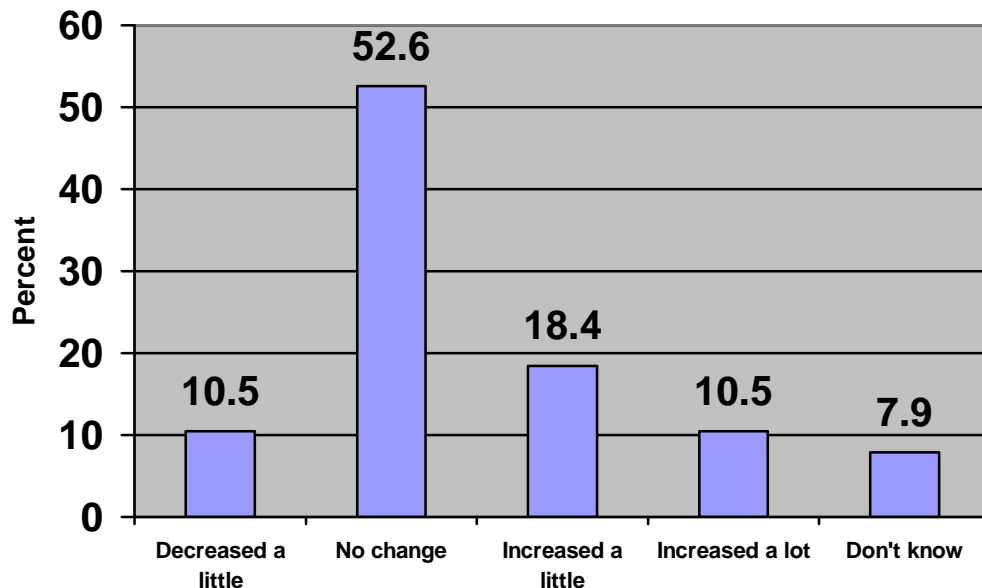
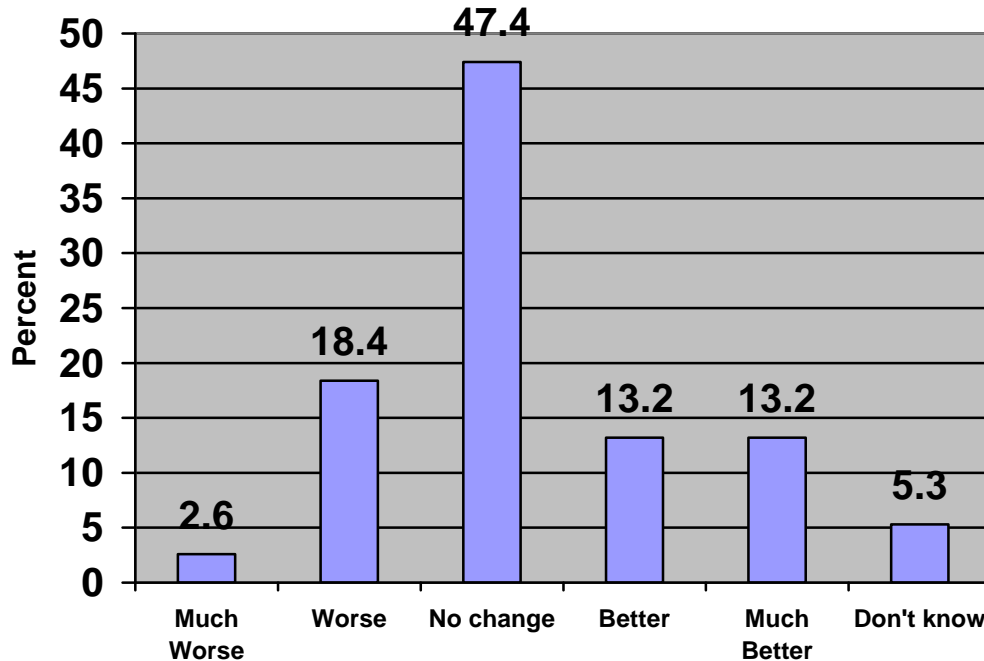


FIGURE 11: Percent of Westview Staff Who Feel that Student Behaviour has Improved or Gotten Worse over the Past Two ears



Staff respondents who felt that school safety and/or student behaviour had gotten worse at Westview in the past few years were asked to explain why they thought things had deteriorated. Staff often blamed growing problems with school safety and student behaviour on one or more of the following four themes: 1) A growing lack of respect among students for teachers; 2) Few or inconsistent consequences for student misbehaviour; and 3) Parents and a school administration that do not support teachers when they try to discipline students. The following comments are typical:

Administration is too lax and too inconsistent in its dealings with students. Hall monitors have not been supported and hence are not as vigilant and consistent in their dealings with students as they used to be.

Grade 9 students seem angrier than before. The number of under-qualified students being transferred to grade 9 has increased.

Hard to say. The only thing that has to improve is there must be full cooperation from parents and the administration to keep students safe and learning in school. Parents' positive involvement will improve the behaviour of students.

I don't feel safety in the school has changed a great deal over the last 2 years. It goes up and down depending on the time of year. However, it eats up a lot of the administration's time which means they have less time to focus on other issues like curriculum, student assessment, etc.

I think school safety has gotten worse because of the following: 1) there are more acts of violence; 2) there is more vandalism; and 3) the students' mood has become more depressive. They seem angry because they don't feel protected. I feel this has made them act out more. They seem to talk back to teachers more; engage in more violent behaviour to show their strength and talk tough amongst their peers because they are afraid.

School safety has been the same over the last 2 years. There are still too many students in the halls and getting into trouble.

There is very little done to make students accountable for their actions and consequently students often defy authority and do whatever they want to do.

Too many students in the halls during class without passes.

I think student behaviour has worsened over the past two years. Male students at Westview do not know when to draw the line with the support staff – especially with respect to sex.

Nothing has been improved -- students with no parent or no supervision by parents or guardians will not help anything in the school. Media also has to focus on the bad things that students are learning from TV or other sources of ugly and inappropriate information that spoils the kids.

Student behaviour has been the same. There has always been a large number of disenfranchised students at this school who are unpredictable in their behaviour.

Students are more inclined to be confrontational (verbally) -- though they are a bit less physically confrontational with adults.

Teachers are tired, overworked, not properly supported, intimidated and some don't care enough. As a result, students run some classes, not the teachers. The administration has not done a good job of laying down consistent expectations and following through on them. We've also let some good teachers go.

There are really no consequences for the students' actions and sometimes students are praised for their rude behaviour. Students must be made to understand that there are consequences for rude and unruly behaviour.

There continue to be problems with too many students out of classes in the halls, etc. This seems to be episodic. It is worse at some points in the year and during some times of the day.

STAFF PERCEPTIONS OF SCHOOL SAFETY STRATEGIES

All staff respondents were asked to provide their opinions about fourteen different strategies that might improve school safety at Westview. (see Table 11 and Figure 12) The results indicate that:

- There is complete support for programs that would increase parental involvement in the educational system. Indeed, all 39 staff respondents from Westview (100%) indicated that increasing parental involvement would be a good or very good idea.
- Over ninety percent of staff respondents (92%) feel that it would be a good or very good idea to increase the number of after school programs at Westview.
- Nine out of ten Westview staff respondents (89%) think it would be a good or very good idea to increase the number of security cameras in the halls.
- Over eighty percent of staff respondents (82%) feel that it would be a good or very good idea to increase counselling programs for troubled students.
- Eight out of ten staff respondents (80%) from Westview think it would be a good or very good idea to hire trained security guards to patrol the school.
- Three quarters of all staff respondents (76%) also feel that it would be a good idea to increase the number of hall monitors at Westview.
- Seven out of ten staff respondents (71%) believe that it would be a good or very good idea to introduce photo identification badges for all students. Such badges would be worn by all students when they are at school or on school property.
- Two-thirds of staff respondents (66%) believe that increasing police patrols at Westview is a good or very good idea.
- An additional 61% of Westview staff believe that it would be a good idea to allow the police to search student lockers for drugs, guns and other contraband.
- Six out of ten staff members (61%) think it would be a good or very good idea to allow school officials to search student lockers.

- Interestingly, while support for security cameras in the halls is widespread, there is less enthusiasm for security cameras in the classroom. Just over half of staff respondents (56%) from Westview think it would be a good idea to install security cameras in the classrooms. By contrast, 90% think it would be a good idea to install more cameras in the halls.
- Over half of all staff respondents (55%) feel that it would be a good or very good idea to create one entrance/exit to the school.
- However, less than one-third of staff members (29%) think that hiring more racial minority teachers will increase safety at Westview.
- Finally, less than one quarter of staff members (24%), think it would be a good or very good idea to install metal detectors at Westview.

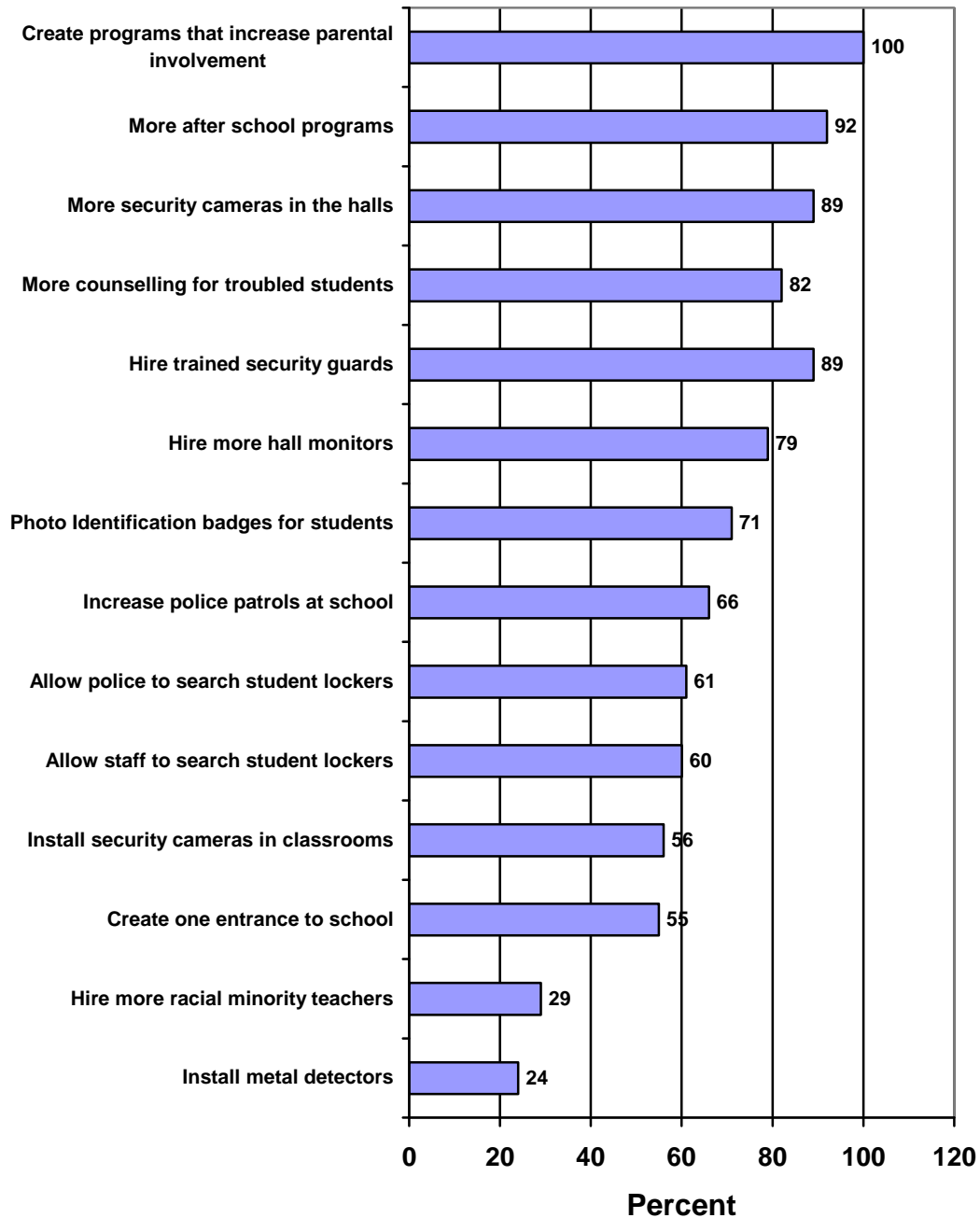
In summary, the staff respondents from Westview support a wide variety of strategies designed to increase school safety. However, support is limited for metal detectors and for the hiring of more racial minority staff. It is important to note that the students at Westview appear to be more supportive of metal detectors (45% think they are a good idea) than teachers (23% think they are a good idea). Teachers, however, appear to be more supportive of all other strategies. For example, 71% of staff members think it would be a good idea for students to have identification badges, compared to only 44% of students. Similarly, 61% percent of teachers think that the police should be given the power to search student lockers, compared to only 35% of students. Furthermore, 55% of staff respondents feel that establishing one entrance in and out of school is a good idea. By contrast, only 31% of students support the idea of a one-way entrance and exit.

TABLE 11:
Percent of Westview Staff Who Think Specific Strategies are a “Good”
or a “Bad” Idea With Respect to Increasing School Safety

School Safety Strategy	A Very Good Idea	A Good Idea	A Bad Idea	A Very Bad Idea	Would Make No Difference	Don't Know
Installing security cameras in the halls	56.8	32.4	2.7	0.0	5.4	2.7
Installing security cameras in classrooms	26.5	29.4	11.8	5.9	11.8	14.7
Increasing the number of hall monitors	44.7	31.6	0.0	2.6	15.8	5.3
Increasing the number of trained security guards	47.1	32.4	0.0	5.9	2.9	11.8
Installing metal detectors	15.8	7.9	23.7	18.4	13.2	21.1
Give school officials the power to search lockers	34.2	26.3	13.2	7.9	5.3	13.2
Give police the power to search lockers	36.1	25.0	11.1	0.0	5.6	13.9
Photo identification cards for all students	44.7	26.3	5.3	5.3	15.8	2.6
Establish one entrance to the school (lock all other doors)	39.5	15.8	18.4	7.9	15.8	2.6
Increase the number of police patrols in the school	21.1	44.7	21.1	0.0	5.3	7.9
Provide more counselling for troubled students	63.2	18.4	2.6	0.0	13.2	2.6
Provide more after school programs	68.4	23.7	0.0	5.3	2.6	0.0
Develop programs to make parents more involved in their children's education	73.0	27.0	0.0	0.0	0.0	0.0
Hire more racial minority teachers	13.2	15.8	5.3	7.9	42.1	15.8

Sample Size = 39

FIGURE 12:
Percent of Westview Staff Who Feel that Specific
School
Safety Strategies are a "Very Good" or "Good" Idea



We also asked the staff members from Westview whether they agreed or disagreed with various safety-related statements about their school. (see Table 12 and Figure 13) The results indicate that:

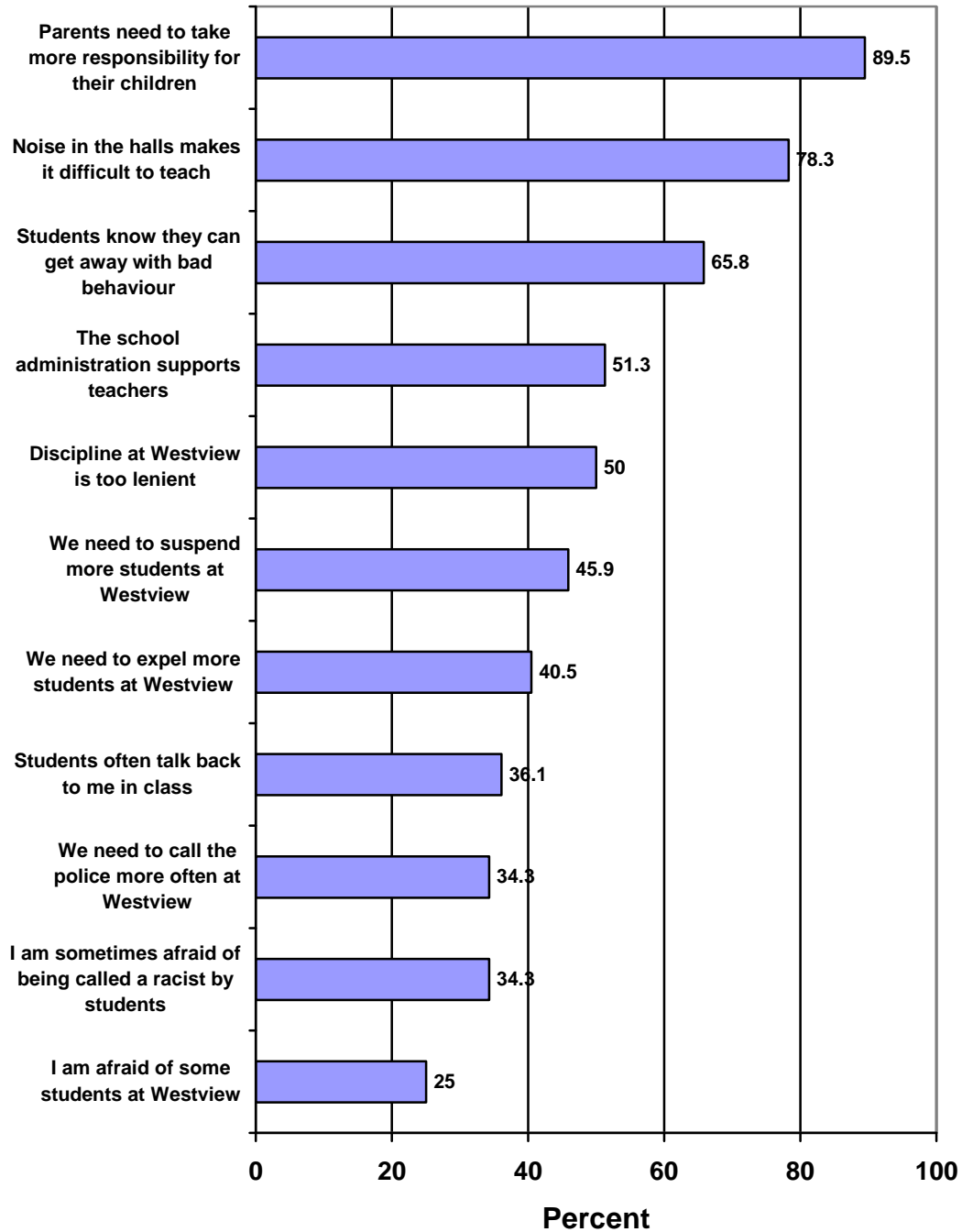
- Nine out of ten staff members (89%) agree that parents need to take more responsibility for the behaviour of their children at school.
- Eight out of ten staff members (78%) agree that noise in the halls during class time makes it difficult to teach.
- Two-thirds of the staff respondents from Westview (66%) agree that students at Westview know they can get away with bad behaviour.
- Half of the staff (51%) at Westview agree that, when it comes to the punishment of students, they are supported by the administration. However, 44% *disagree* with the statement: “The administration at this school always supports teachers who try to punish badly behaved students.”
- Exactly half of the staff respondents (50%) agree that, in general, student discipline at Westview is too lenient.
- Almost half the staff respondents (46%) from Westview agree that the administration needs to expel more students. Similarly, 41% agree that the administration at Westview needs to suspend more students.
- Over one third of the staff respondents (36%) agree that Westview students often talk back to teachers during class.
- Over one third of staff respondents (34%) agree that the police need to be called to Westview more frequently.
- Over one third of staff respondents (34%) report that they are sometimes afraid of being accused of racism by students.
- Finally, one out of every four staff respondents (25%) agrees that they fear some of the students at Westview.

TABLE 12:
Percent of Westview Staff Who Agree or Disagree with Various
Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
Parents need to take more responsibility for how their children behave at school	68.4	21.1	2.6	2.6	5.3
Students at this school know they can get away with bad behaviour	23.7	42.1	31.6	2.6	0.0
Discipline at Westview has become too lenient over the past few years	18.4	31.6	26.3	13.2	10.5
Noise from students in the halls often makes it difficult for me to teach	37.8	40.5	21.6	0.0	0.0
To increase order at Westview we need to call the police more often to deal with unruly students	13.2	21.1	44.7	7.9	13.2
To increase order at Westview we need to expel more students	18.9	21.6	43.2	13.5	2.7
To increase order at Westview we need to suspend more students	13.5	32.4	32.4	18.9	2.7
Students often talk back to me in class	13.9	22.2	33.3	27.8	2.8
I am afraid of some of the students who go to this school	11.1	13.9	47.2	22.2	5.6
I am sometimes afraid of being called a racist by the students at this school	13.2	21.1	28.9	34.2	2.6
The administration at this school supports the teachers who try to punish badly behaved students	16.2	35.1	29.7	13.5	5.4

Sample Size=38

FIGURE 13:
Percent of Westview Staff Who "Strongly Agree" or
"Agree" with Specific Statements about School Safety



We also asked the staff respondents from Westview if they had any further ideas about how to make their school safer for both students and staff. The staff had many, sometimes contradictory, suggestions. For example, while some felt it was important to remove students with behavioural issues from the school, others were clearly against such an idea and thought that students were sometimes treated too harshly. However, most of the staff members who participated in the survey did feel that more cooperation was needed between teachers, parents and the administration. Many respondents also identified a need for more consistency with respect to student discipline and that the school required more resources to develop meaningful programs for students. The following comments reflect some of the ideas the Westview staff had with respect to increasing school safety:

1) We need more VPs and Principals in the Hallways; 2) Students who have severe emotional, mental, behavioural and social problems and have no parental support should be placed in a more appropriate school; 3) Parents need to have some skills and consequences training; 4) More funding for after school programs; 5) Need attendance counsellors to help keep track of students with clear consequences; 6) Maximum consequences for crime on school property; 7) Teachers need to be supported by the administration; and 8) Teachers, parents, VPs, guidance counsellors should focus on 5 students per year and track their progress from grade 9 to grade 10.

Close some back hallways. Close the Oakdale doors. There should be no "cross the street" traffic except during lunchtime. Students often cut class and spend their time at nearby eateries.

There needs to be consistent consequences for students who do not follow rules.

Guest speakers to talk about drugs, gangs/violence and career opportunities. Speakers who can provide hope and inspiration for kids.

Identify at-risk students from a much earlier age (i.e., Grade Three). Develop a mentorship program in the school. Program could call on old students, community leaders, etc. Could be alike a big-brother or big-sister program. It could involve sports and the arts. Kids need some measure to make them less vulnerable to negative influences. The more mentorship and the more school-based activities, the safer and more successful the students.

If the rules are made, they must be strongly enforced. Otherwise, don't make rules. Because being lax about rules is part of the problem. Administrators have to take the lead.

Many of our students come from families that struggle financially and emotionally. We have students from other countries who have witnessed torture or have been the victim of torture. Only 25% of my students share a

daily meal with family members on any kind of consistent basis. What would really make our school safer would be to have a society which provided more resources to parents so they didn't have to work 2 or more jobs and exist in a constant state of stress. In the school system, the main resources that we need are time, personnel and the flexibility to use these in ways that will benefit our students -- particularly those in crisis. At present, the Safe School Act, the funding formula and staffing agreements do not allow this. If we had the resources, the following supports would be helpful: more guidance counsellors, smaller class sizes to allow for more individual attention, staffing for initiatives like a study hall, a "time out" room, in-school suspension program, more in-school access to social workers and/or community outreach workers, E.A's for ESL classes, a highly structured, smaller supportive program for the very few students who cannot cope in a conventional setting.

More alternative programs, more attendance support (i.e., attendance counsellors). More alternative programs, attendance contracts, wider variety of extra curricular programs, better communication between middle and secondary schools, more mentors, wider variety of school exit strategies.

We need a greater presence of teachers and administrators in the halls -- before/after/at lunchtime. We need parent volunteers.

Parents should get more involved in their kids education. They should be more accessible: Parents, teachers and the administration should work more as a team with students. There should be more of a consistent approach towards every aspect of a student's life. We need to involve the whole community -- parents, teachers, administrators, support staff, the police, etc.

Stricter enforcement of the school uniform by staff.

We need more student-run clubs and programs.

Student council members can be of great help to make the school a safer place. Students know one another better and the school should hold meetings with council members to update safety issues. O.S.R. must be looked into to figure out the mental health of every student. Students who're disruptive and naughty must be given proper counselling.

Students who are constantly in trouble should not be allowed to return to the school. Students who have been caught selling drugs or carrying a weapon with the intent of hurting someone should be sent to an alternative school. Chances are given too many times. A three-strikes-and-you're-out policy should be implemented so that it gives students who are always

causing the problem the message that they're done and not welcome anymore.

Train Hall Monitors to be more sensitive to students needs. Remove staff who harass students and provoke them into acting out. Make it mandatory for parents to go to the police station with their child if he or she gets into trouble. Hold students accountable for their actions.

Use the cameras to identify those in the halls who are causing problems. Have real consequences once identified.

Westview needs more resources and all teachers should be on the same page when it comes to discipline. There is a great deal of discrepancy in how teachers deal with unruly students.

Know that this is a public school and that there are many cultures and religions. I think I can safely say that a daily reading from various places -- from the Bible, the Koran or other spiritual sources -- would be good for everyone to hear on a daily basis. We need more words of kindness, good deeds and empathy.

Whatever the punishment strategy that you select for the school must be followed by all teachers and the administration. Students must not have too much lenience in bad behaviours and bad learning. They must know that there is a punishment from parents and the school staff. Too much lenience by some people is spoiling their lives. Students' responsibilities are learning in the school but not neglecting their behaviour. Seventy percent of the responsibility should be with the parents and 30% with the teachers. It is the other way now.

STAFF PERCEPTIONS OF APPROPRIATE PUNISHMENTS

We next asked our staff respondents from Westview what they thought were the appropriate punishments for seven different types of student misbehaviour: 1) Talking back to teachers; 2) Wearing a hat in school; 3) Selling drugs at school; 4) Bringing weapons to school; 5) Stealing; 6) Fighting at school; and 7) Teasing or insulting other students. (see Table 13 and Figures 14 and 15) The results indicate that:

- Westview teachers almost always believe that some kind of punishment is warranted – even for minor behavioural infractions like wearing a hat in school. By contrast, 73% of Westview students think that there should be no punishment for wearing a hat in school, 43% think there should be no punishment for talking back to teachers and 37% think there should be no punishment for teasing or insulting other students.

- Half of all Westview staff members (51%) think that parents should be called when a student talks back to a teacher. An additional 50% think the student should receive counselling, and 42% think the student should be given a detention.¹³ By contrast, only 21% of students think parents should be called for this type of misbehaviour, only 20% agree that counselling is necessary and only 33% think that a detention is warranted. Furthermore, one-third of staff members (33%) think that students should be suspended for talking back to a teacher, compared to only 14% of students.
- Over half of the staff members surveyed (53%) think that Westview students should be given a detention for wearing a hat in school, compared to only 18% of students. Similarly, 40% think that parents should be called for hat wearing, compared to only 8% of students. Over a third of staff respondents (37%) suggest another form of punishment – which generally consists of confiscating the hat.
- Almost three-quarters of Westview staff respondents (73%) feel that parents should be called when a student insults or teases another student, two-thirds (67%) think that counselling is needed, 47% think a detention is warranted and 39% think that the offending student should be suspended. By contrast, only 20% of Westview students think that parents should be called for this type of indiscretion and only 19% think a suspension is justified. However, students are just as likely to recommend a detention for such verbal abuse (40%).
- Westview staff are much harsher than Westview students when it comes to punishing criminal behaviour. For example, 63% of staff members feel that the police should be called when a student is caught selling drugs, compared to only 36% of students. Similarly, 62% of staff members feel that the students should be expelled for drug trafficking, compared to only 40% of students.
- Seven out of ten Westview staff members (68%) feel that the police should be called when dealing with students who have brought weapons to school. An additional 57% feel that the student should be expelled. By contrast, only 42% of students think the police should be called for such behaviour and only 48% believe the student should be expelled.
- Almost two-thirds of the staff respondents (65%) from Westview believe that the school should call the police to deal with students who have been caught stealing at school. An additional 47% think such students should be suspended and 25% think they should be expelled. By contrast, only 24% of students think the police should be called for stealing and 57% recommend

¹³ It should be noted that respondents could recommend more than one type of punishment.

suspension. However, students (18%) are also less likely to recommend expulsion for student thieves.

- Finally, 50% of Westview staff members believe that the school should call the police to deal with students who have been involved in fights. An additional 62% think such students should be suspended and 20% recommend expulsion. By contrast, only 4% of students think the police should be called to deal with fights at school. However, students are equally as likely (61%) to think students who fight should be suspended.

In summary, most faculty members recommend calling the police to deal with criminal activity at school – including drug trafficking, weapons use and stealing. Half of all staff members also believe that the police should be called to deal with fights between students. Not surprisingly, staff members from Westview, in general, support far harsher punishments for student misbehaviour than Westview students.

TABLE 13:
Percent of Westview Staff Who Support Specific Types of Punishment,
By Type of Disciplinary Infraction

Recommended Punishment	Talking Back To Teachers	Wearing a hat in School	Selling Drugs	Bringing Weapons To School	Stealing	Fighting	Teasing or Insulting other students
No punishment	5.6	11.4	5.4	5.4	5.6	8.3	5.6
Detention	41.7	52.9	5.4	10.8	16.7	22.2	47.2
Call parents	51.4	40.0	43.2	54.1	52.8	58.3	73.0
Counselling	50.0	37.1	32.4	35.1	36.1	36.1	66.7
Other type of punishment	14.3	37.1	10.8	8.1	13.9	17.1	11.4
Suspension	33.3	11.1	37.8	29.7	47.2	62.2	38.9
Expulsion	11.1	5.7	62.2	56.8	25.0	19.4	11.1
Call police	0.0	0.0	63.2	68.4	64.9	50.0	13.9

Sample Size = 39

Figure 14: Percent of Westview Staff Who think that Students Should be Suspended or Expelled for Specific Disciplinary Infractions

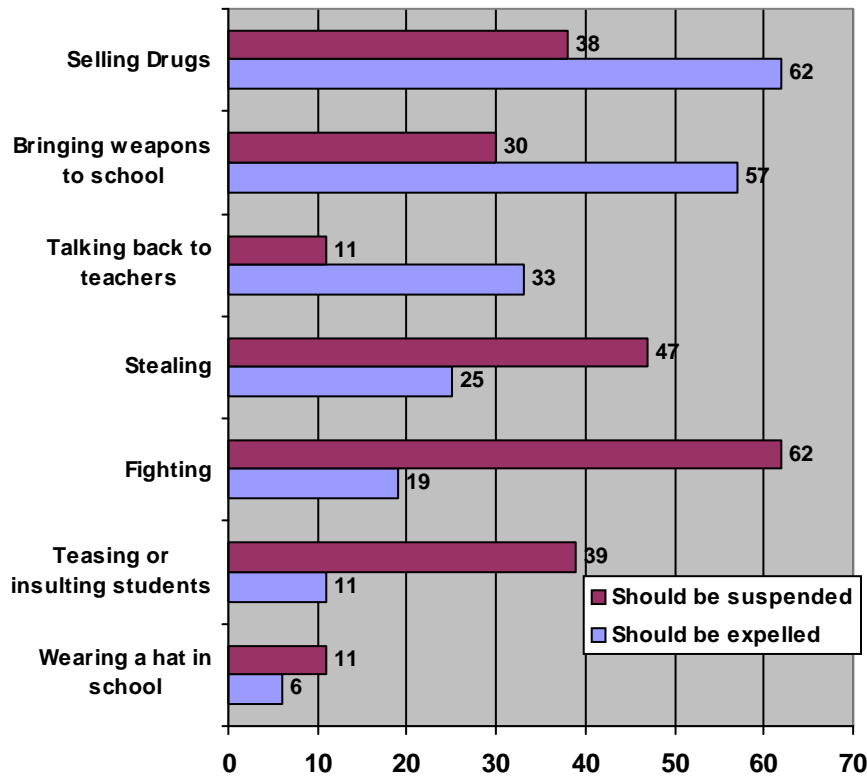
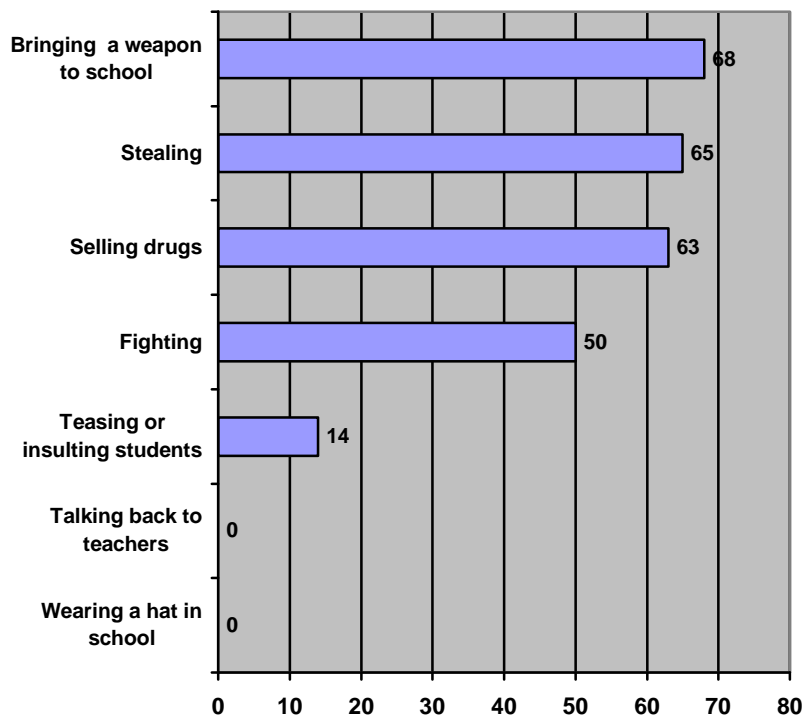


Figure 15: Percent of Westview Staff Who think that the Police Should be Called to the School to Deal with Specific Disciplinary Infractions



Staff respondents were then asked if they agreed or disagreed with a number of additional statements about Westview. (see Table 14) The results indicate that:

- Almost all staff (95%) either agree (47%) or strongly agree (47%) that they enjoy working at Westview.
- Almost all staff members (87%) either agree (55%) or strongly agree (32%) that most students at Westview are well behaved.
- Eight out of ten staff members (79%) agree that incidents like the shooting death of Jordan Manners could happen at any school.
- Almost three-quarters of all staff members (73%) agree that, in general, Westview is a safe school.
- Almost two-thirds of staff members (65%) agree that most of the problems at Westview are caused by the poverty in the surrounding area. However, 24% of the staff members disagree with this statement.
- Almost sixty percent of staff respondents (59%) agree that safety issues at Westview have been exaggerated. However, 32% disagree with this statement.
- Over forty percent of the staff respondents (42%) agree that they are worried that future shootings will take place at Westview. Thirty-two percent are not concerned about shootings.
- One in three staff members (32%) agree that many of the current students at Westview will eventually acquire a criminal record. Almost seventy percent disagree with this statement.
- Only 22% of staff respondents agreed that Westview needs more racial minority teachers. Over half of the sample (57%) disagreed with this statement.
- Most staff members believe that the school system can assist poor children. For example, 76% of the staff respondents disagree with the statement: “The school system cannot help the poor people who live in this neighbourhood”.
- Only 16% of staff respondents agree that many students from Westview will have a tough time finding a good job. Seventy-two percent disagree.
- Finally, a mere 11% of the staff respondents agree that the majority of students at Westview will eventually go to university. Almost eighty percent disagree with this statement.

TABLE 14:
Percent of Westview Staff Who Agree or Disagree with Various
Statements About Their School

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
I enjoy working with the students at Westview	47.4	47.4	2.6	0.0	0.0
Most of the students at Westview are well behaved	31.6	55.3	10.5	2.6	0.0
Incidents like the shooting of Jordan Manners could happen at any school	34.2	44.7	13.2	7.9	0.0
In general, Westview is a safe school	21.6	51.4	16.2	10.8	0.0
Most of the problems at this school are caused by the poverty in the community	37.8	27.0	18.9	5.4	10.8
I am worried that more shootings will take place at this school	8.6	34.3	22.9	8.6	25.7
The safety problems at Westview have been exaggerated	21.6	37.8	27.0	5.4	8.1
The school system cannot help the poor people who live in this neighbourhood	8.1	10.8	35.1	40.5	5.4
Westview needs more racial minority teachers	10.8	10.8	40.5	16.2	21.6
Many of the students at this school will eventually have a criminal record	10.5	21.1	34.2	23.7	10.5
Many of the students at this school will have a tough time finding a good job	6.3	9.4	50.0	21.9	12.5
Most of the students at this school will go to university	2.6	7.9	55.3	23.7	10.5

Sample Size=39

The fact that Westview staff members feel that the majority of students at Westview are well behaved is reinforced by the results presented in Figure 16. Indeed, half of all staff respondents report that more than 75% of all Westview students are well behaved. An additional 32% of staff members believe that between 50 and 75 percent of the students at Westview are well-behaved. By contrast, only 20% of respondents believe that less than half of the students at Westview are well behaved.

Although faculty report that most students at Westview are well behaved, they are not as optimistic about these students' chances at a university education. (see Figure 17) Indeed, only 5% of the faculty think that over 50% of current Westview students will graduate from university. By contrast, 65% of the staff members who participated in the survey think that less than 25% of current Westview students will earn a university degree. These figures are in stark contrast to student expectations. If you recall, 53% of the student respondents from Westview believed that they would go to university and an additional 17% felt they would graduate high school and go to a community college.

FIGURE 16:
Staff Estimates of the Proportion of Current Westview
Students Who are Well Behaved

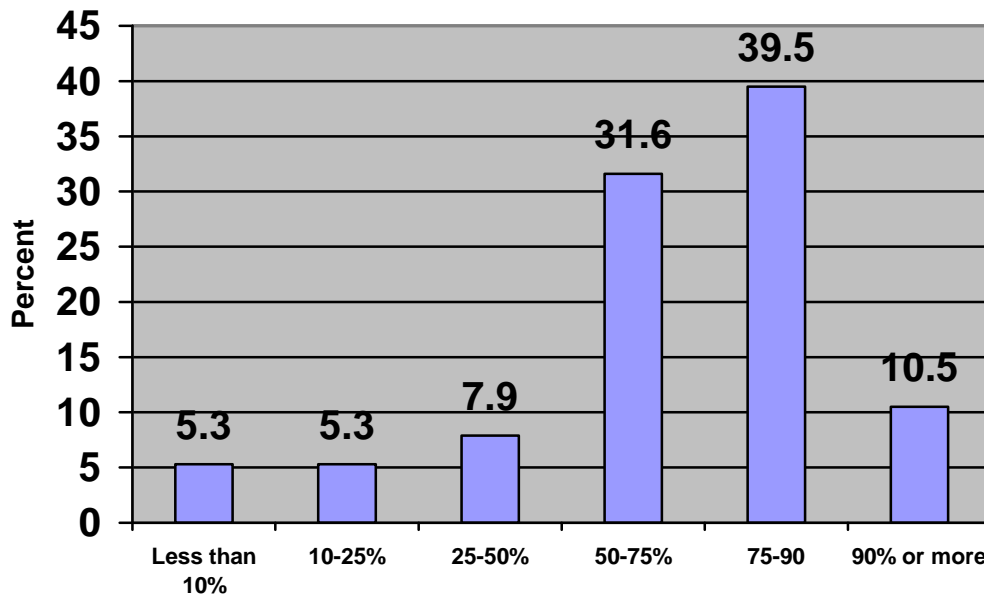
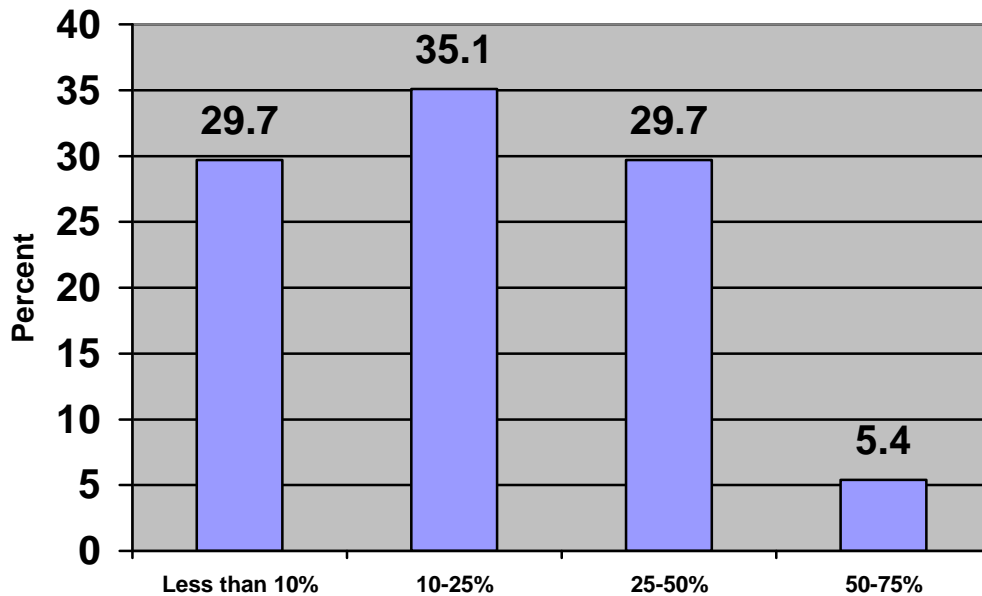


FIGURE 17:
Staff Estimates of the Proportion of Current Westview
Students Who Will Graduate from University



JOB SATISFACTION

The questionnaire also asked two questions related to job satisfaction: 1) How satisfied are you with the current administration at Westview? And 2) How happy are you with your job at Westview? The results suggest that, at the time of the survey (November 2007), the vast majority of Westview staff members (84%) were satisfied with the current school administration. Indeed, more than a quarter of staff respondents (26%) indicated that they were very satisfied with the administration. (see Figure 18) Additional analysis reveals that, at the time they were surveyed, the staff at Westview were much happier with their school's administration than their staff counterparts at C.W. Jefferys. Indeed, in June 2007, 76% of the staff respondents from Jefferys indicated that they were dissatisfied with the current school administration. By contrast, only 16% of the staff respondents from Westview indicated that they were dissatisfied with the administrators at their school.

In addition to being generally satisfied with their school's administration, almost all staff respondents from Westview were either happy (51%) or very happy (41%) with their job at the school. Only 8% of staff members indicated that they were either unhappy or very unhappy. (see Figure 19) Interestingly, the staff respondents were somewhat more likely to report that they were "very happy" with their job (41%) than the staff respondents from C.W. Jefferys (20%).

FIGURE 18:
Percent of Westview Staff Who are Satisfied with the
Current School Administration (at time of survey)

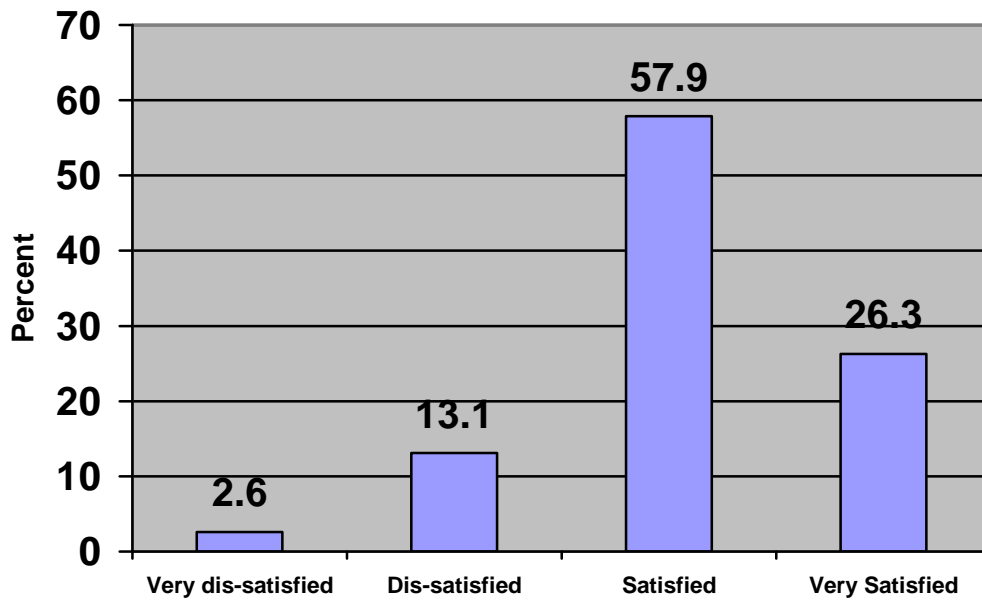
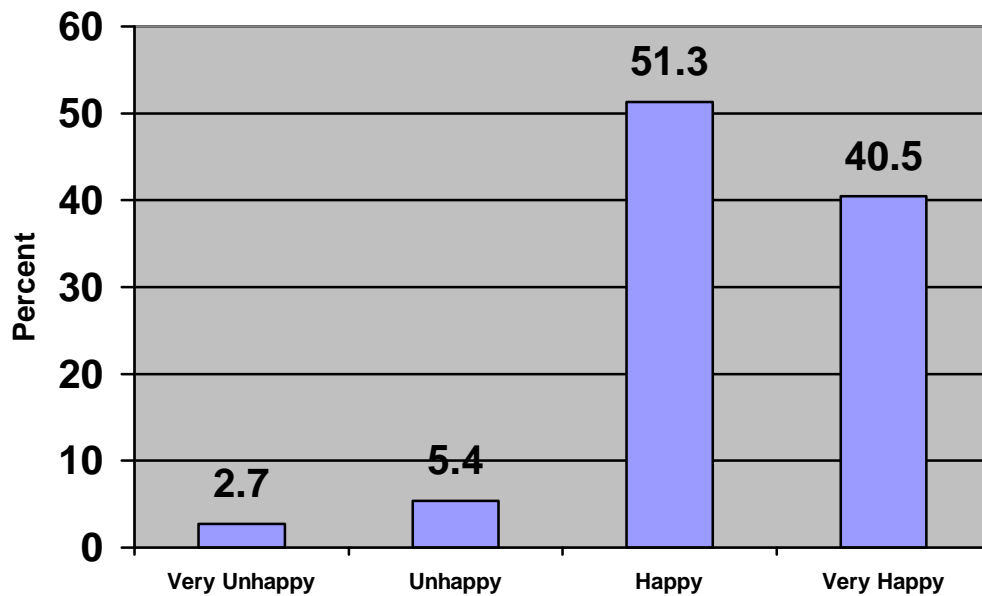


FIGURE 19:
Percent of Westview Staff Who are
Happy with Their Current Job



REPORTING SCHOOL SAFETY ISSUES

The staff respondents from Westview were also asked a series of questions about how comfortable or uncomfortable they would feel expressing concerns about school safety to school administrators or School Board officials. In general, the results further reveal the general good will most Westview teachers have towards the current school administration. For example, almost all staff respondents (94%) indicated that they would feel comfortable (29%) or very comfortable (65%) reporting concerns about a potentially violent student to the administrators at their school. (see Figure 20) By contrast, only 8% would be uncomfortable expressing such concerns. Similarly, the majority of staff respondents from Westview (84%) report that they would feel comfortable or very comfortable expressing concerns about school safety to the administrators at Westview. In fact, 84% of staff members would be comfortable or very comfortable making such a complaint. By contrast, only 8% report that expressing such a concern would be uncomfortable. (see Figure 21)

In general, Westview staff members are not overly worried about the consequences of making a complaint. (see Table 15) Indeed, the majority of staff respondents from Westview disagree that complaining to school administrators or school board officials could hurt their career or reputation. However, some staff did express reservations. For example, 17% felt that complaining to school administrators about safety issues could hurt their career and 13% felt that complaining could hurt their reputation. Furthermore, one out every four respondents (24%) felt that complaining to School Board officials about a Principal or Vice-Principal could damage their career.

FIGURE 20: Percent of Westview Staff Who Would Feel Comfortable or Uncomfortable Reporting a Violent Student to Administrators

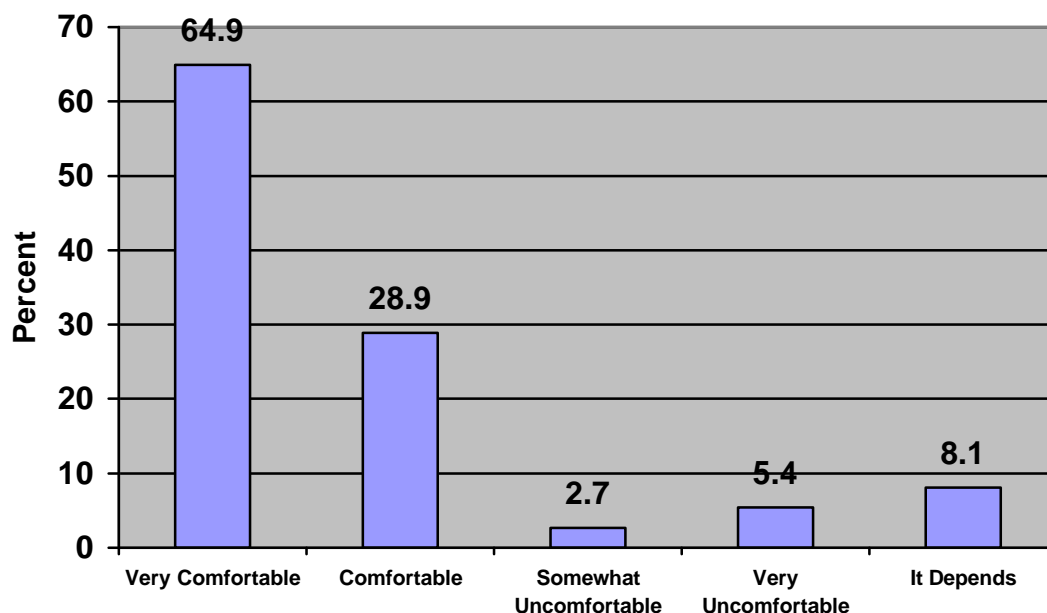
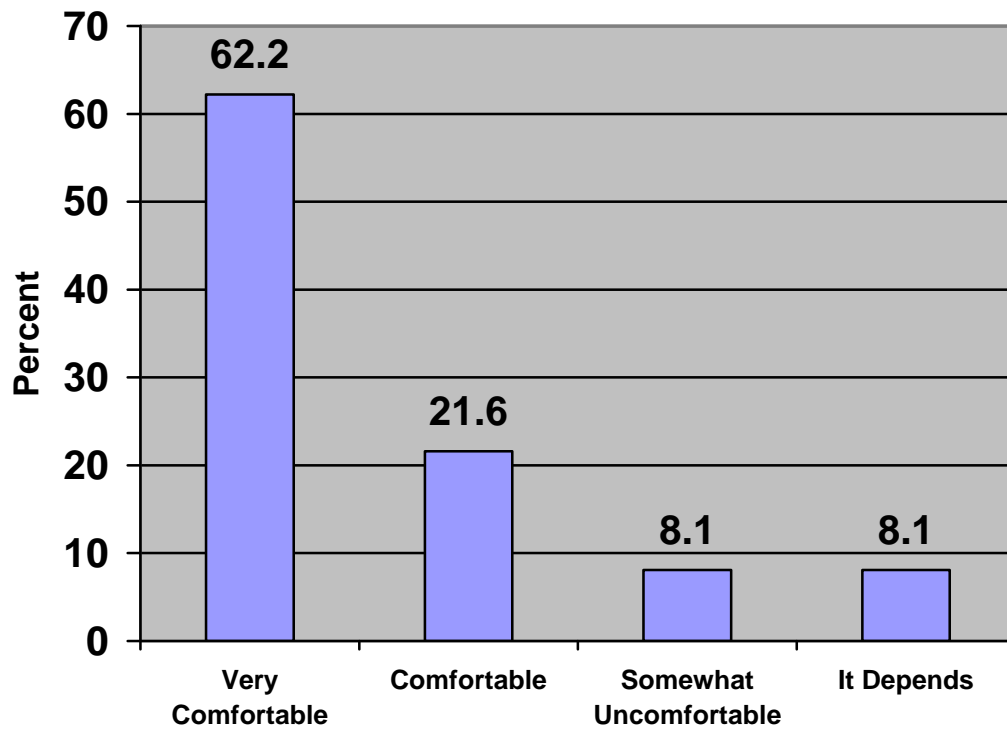


FIGURE 21: Percent of Westview Staff Who Would Feel Comfortable or Uncomfortable Expressing Concerns About School Safety to Administrators



**TABLE 15:
Percent of Westview Staff Who Agree or Disagree with Various Statements About School Administrators**

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
Complaining to school administrators about unsafe conditions at school could hurt or damage my teaching career.	5.6	11.1	2.8	55.6	25.0
Complaining to school administrators about unsafe conditions at school could hurt or damage my reputation.	5.4	8.1	5.4	59.5	21.6
Complaining to School Board officials about a Principal or Vice-Principal could damage my career.	13.2	10.5	7.9	26.3	42.1

Sample Size=39

We then asked our Westview staff respondents: “If you thought the administration at your school was not doing a good job at keeping students and teachers safe would you complain to the Principal or Vice-Principal? Why or why not?. The comments suggest that teachers are split on whether they would voice their concerns or not. The following are comments from staff respondents at Westview who indicated that they would not complain to the Principal or Vice Principal:

From past experience I would not make a report to the Principal. I would be inclined to make a report to the Board. But at this point in my life I would not worry about my career.

I was involved in an incident and I strongly felt that the administration down played the whole situation. I do not think I would go to the administration again unless absolutely necessary.

I would not complain because the administrators would give you rougher classes in the next semester. They also might prevent promotion or label you a complainer.

I would not feel comfortable complaining to the administration. There is one administrator who deals somewhat leniently with students and I feel it may or could be labelled a racist.

It would depend a great deal on the administrative team. In the past when I've had concerns about an administrator and complained I felt I'd really stuck my neck out and worried about the consequences. There must be a mechanism in place to allow staff to address concerns up the chain command.

No. I'd complain to the Union. But first I'd try to see what other teachers felt. I'm not a complainer much so I'd probably just do my job and grin and bear it because if word ever got back to the administration about your complaint your life at work would become hell. Then again, safety is a basic issue and cannot be ignored. Our Union rep should take it up.

No, because everyone thinks here that complaining is a negative characteristic of a teacher. Suggestions that are given by teachers are taken in a negative way. They put the complaint in the teacher's file. They don't think or take it as a good thing.

No. I have tried (to report) and absolutely nothing was done. I looked like the bad guy who was getting the student in trouble and the administration was looking like a "friend" and prime supporter of the student.

They (the administration) are rarely to never available for the teachers. They are too tied up with student behaviour problems.

On the other hand, many staff members indicated that they would complain to the Principal or Vice-Principal if they felt that the administration was not doing a good job keeping students and teachers safe. The following comments are typical:

Yes, I feel it is the right action to take.

Yes, they (the administration) are quite receptive.

Yes I would. It has been my experience that the admin team for the most part will listen objectively to my concerns and will make an effort to act.

Yes. School safety is one of their primary responsibilities.

Yes. I have enough confidence in the current admin team to look into all concerns. My past concerns have been dealt with.

Yes – the current admin has an open door policy.

I would complain because I believe something would be done about it.

Yes, because I feel that the current admin team are sincerely interested in making sure that the school is functioning as well as it could and they would be receptive to anything anyone on the staff has to say. Of course, there has never been a need to complain about this matter.

To raise concerns is not synonymous with complaining. I would feel perfectly comfortable raising concerns I had about school safety with any member of our administration. It would be necessary for me to acknowledge my own responsibility in the matter and to offer constructive suggestions in order to be responsible and professional.

I would complain, but setting policy is not enough. The administration needs to be able to enforce policy through its teachers. This is where there is no consistency!

I would attend School Safety Committee meetings and in group work out a proposal for the Principals to consider.

We also asked the Westview staff members: “If you thought the administration was not doing a good job at keeping students safe would you complain to School Board officials?” Most indicated that they would not report their concerns to School Board officials. Some felt that it would be better to deal with such issues at the school level, others felt that complaining could hurt their career and others felt that the Board is ineffective and it would do no good to report. The following comments illustrate these themes:

No- it's better resolved here. Our administrators are very approachable.

No – I tried that with a previous Principal and was not supported by the Superintendent.

No. I really don't want to fan the wrong flames. The current Superintendent is too much the "vigilante".

No, because I have seen some cases when a teacher complained. Nothing has happened but she/or he was forced to quit their job. It's a self-killing thing when you complain. Even when a teacher complains about students' behaviour the administration just thinks the teacher is incapable.

No. I fear that the administration would not support me in future endeavours concerning my students.

No. Again I would work with the School Safety Committee and with the Administration.

When I made complaints in the past to School Board officials nothing was done and I feared the consequences.

Nothing was done when we previously complained about a Principal. Superintendent took reports but did absolutely nothing.

Probably not. I have little experience of any kind of effective or responsible leadership at the Board level. In my experience they do more harm than good and have frequently demonstrated a total lack of understanding or empathy for the challenges that face our students here or us who serve them. The creation of this Panel investigation into only two schools, citing an artificial deadline and costs which they did not have the foresight to secure, speaks volumes about their attitude towards this community. They are willing to contribute to the stereotyping of this community, our school and our students in order create the impression that they are "dealing" with the problems when all they want is to solve their public relations nightmare at Jeffreys.

The board does not care. We are not able to take needed time off, paid poorly and are never able to get through to needed support staff at the TDSB. We don't have time to call or wait around for them. They wouldn't listen anyways even if you were sitting right in front of them.

The remaining respondents indicated that they would make a complaint to the Board if they felt that the administration at their school was not doing a good job at keeping students safe. Most of these respondents felt that school safety was too important an

issue and that it was their duty or responsibility to report. The following comments are typical:

Yes -- safety is too important an issue to ignore. Our Union rep should take it up.

Yes I would report it -- because I would not work in a place that is not safe. There is always room for improvement.

Yes, I would report. I am a professional and I expect that everyone who is working in education be held accountable. If we are afraid to speak up in such matters, not only are we cowards but not worthy of the profession we are in. We may as well give it up and become plumbers.

Yes, safety in school trumps feeling or jobs.

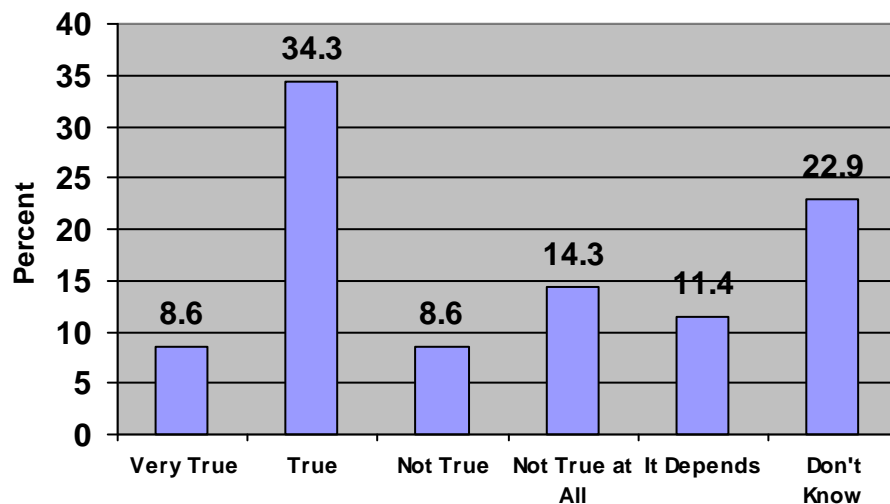
Yes, safety is paramount.

Yes. So as to create a record for the future.

If the administrator does nothing about my concern and something happened, then I would talk to the School Board officials.

Finally, we asked the staff at Westview if they thought other teachers were afraid to complain about safety conditions at school. Interestingly, although the majority of the staff respondents indicated that they themselves would be comfortable making a complaint about school safety, a large proportion felt that other teachers are afraid of making such complaints. (see Figure 22) Indeed, only 26% of the staff respondents we surveyed felt that it was totally untrue that some teachers are afraid of complaining about school safety conditions.

FIGURE 22:
Percent of Westview Staff Who Feel it is True or Untrue
that Some Teachers are Afraid to Complain
about School Safety Conditions



Staff respondents were then given the opportunity to explain why they thought some teachers might be afraid to complain about unsafe school conditions. Most of the staff members believe that some teachers are afraid to complain or talk to administrators out of fear of reprisals. The following are typical comments:

Fear of retaliation- I took time off and upon return have had one or more on-calls a week. If I am "punished" for taking needed time off, what would happen if I challenged their competency?

They don't want to "get involved." They don't want to be identified or called to account in a formal setting.

Because of the racial undertones.

In the past (4-5 years ago) complaining to the admin team would only cause you grief. The current admin team, however, will listen and is open to hearing concerns and complaints.

It could backfire on them. The admin team could investigate their teaching practices and tell them that they are the ones causing the problems. This actually happened 4 years ago to two teachers I know.

Because they may be perceived as unfit teachers.

Politics -- reprisals.

They are concerned about their careers and future support.

They fear being "targeted" by the administration and labelled a "trouble maker."

They may be afraid of being categorized as whiners. Perhaps they have had bad experiences with other administrators. Perhaps they come from countries where raising such objections could indeed have ruined one's career, or worse.

Very often it doesn't make any difference. Whether you do (report) or you don't.

Because nothing is going to happen, just all these procedures become formalities. Think about how you could make parents 100% responsible of their kids behaviours and learning. Teachers have the right to correct students' behaviours. Students must learn respect. Education is for all. Education should not be divided by race, colour, community. Equal rights, equal punishments.

I can't imagine why anyone would be afraid to consult with our admin on this issue. In my experience they are very candid about their thoughts and feeling in staff meetings. They may be reluctant to talk to School Board officials because they think it would be an exercise in futility.

I'm not sure they are afraid. I think they feel frustrated at the situation and do not feel that talking to them will have any results. Some of those teachers might have a bias already and don't feel safe to begin with. It's about the approach. I haven't been here long, but Westview has the wrong image. It's a great school. The neighbourhood is rough, but many students make it worth while. These teachers shouldn't be afraid of speaking to the administrators, but using the word complain already has a negative implication to it. I can talk to the administrator and don't feel "afraid".

They feel it is pointless or they are safe in their "cocoons" nearing retirement and on "autopilot".

Do not want to be ridiculed or singled out--late stage in career and prefer to leave quietly--do not really recognize the problems (i.e., bullying in halls, etc.).

The teacher is over-reactive, sensitive or is unaware of how to deal with the "fear"(call police tell admin/colleague).

Not secure in their profession, new school, don't know procedures.

Final Comments

At the end of the survey, staff respondents from Westview were given one final opportunity to make comments about the questionnaire, the Panel's investigation or about their school. Many took the opportunity to do so. A few respondents wanted to stress that Westview is a good school. That it is not very different from other high schools in Toronto and that it has been unfairly stigmatized. The following comments are typical:

Westview has in the past been given a poor image by a large group especially the media. We now live and die by that image. I feel that the environment is always unfairly portrayed. As a result we all need to look at Westview as it sits today, so that we can have a place teachers can teach, kids can learn and we can all do a better job of preparing them for all that lies ahead.

Some of these questions are based on speculation. A lot of the questions are about violence, but I feel that it can apply to any school. Things being stolen can happen anywhere, not just Westview. My experiences at other schools are no different. I've never felt that my things will be stolen or one of the students will do something to me personally.

In good faith, I've taken the time to complete this survey. I hope the Board uses this information to help improve the perception the public has of our school and acknowledges the hard work and dedication that the staff here in the building make. It is a pleasure to work in this diverse and interesting community and I hope this information is used to make improvements.

Let's balance the "dark-side" by stories of Westview's successes!

You should be doing a board wide study, North Albion, West Humber, Emery, George Harvey, etc., etc.

In my opinion this survey should be done across the Board and not only at Westview. This survey was conducted just because of what took place at Jeffreys. This way it just perpetuates the stigma already attached to Westview. I do hope the Board takes notice of all the comments made in these surveys. Westview needs the same resources that are in place in schools such as Albert Campbell, Newton Brook, A.Y Jackson, Earl Haig, etc.

One respondent wanted to state that, in their opinion, increasing the number of racial minority teachers at Westview is needed to increase school safety and improve student behaviour:

Most students are not respected or valued at Westview. The staff at Westview are not culturally trained to deal with the student population at Westview. This lack of sensitivity and knowledge contribute to the high dropout rate and failure rate at Westview. The TDSB should make a strong effort to hire more racially diverse staff at Westview including office staff, teachers, administrators and especially guidance counsellors. Teachers need to have high expectations of students.

Several respondents stressed that the Westview community requires more staff training, more programs and more resources to help students. Others called for even broader institutional and social change:

Students should be trained to act as peer mediators. Hall monitors be better trained and given refresher courses on how to cope with unpredictable situations. Find ways to keep the students busy at school and after school. Parents must try to bring up their kids in a safe and warm atmosphere. Parents must be role models so that kids feel happy and emotionally set to do work at school.

We need to change the education system completely. Too much leniency to students leads to negative learning and bad behaviours. With no harsh punishment, how can we make these young kids reach their potential and become responsible citizens of this nation. If you are not in a hurry to change it we are going to see many dangerous incidents among this generation. Don't just think that you have done your job by this survey.

Expelled or limited expelled students should have to complete a mandatory program (as should those with lengthy suspensions 5+ days).

My perception is that admin, teachers, school staff are doing their best to cope with the challenges in this area. But with the admin and the School Board their ideology is flawed. There has to be a system in place that first

deals with the parents in making their children a priority in terms of the parental skills that need to be learned. There needs to be a selection process for the students that are enrolled in the school. There needs to be a system of consequences for lates and absences and for the severe criminal behaviour that takes place in the school. Finally, there need to be support from all areas for the teachers that has to be demonstrated and viewed by the students and parents.

Let's deal with the root causes and not the symptoms. Social issues are at the root of the problems (food/shelter/safety/education).

Finally, one respondent simply stated that the focus of the questionnaire – school safety – was not the primary focus of the teachers and students at Westview. This respondent stated that the school requires assistance with the general day-to-day struggles of helping children from a diverse, yet highly disadvantaged community. This respondent also issued a subtle challenge. He hoped that, after all the time and expense of the Panel's investigation, some positive change results:

Your focus appears to exclusively be on "crime and punishment" possibly because you are lawyers or because you believe or have been instructed that this is your mandate. You understand that this (school safety) is not our mandate and at this school not even a major concern. These young people have been entrusted to our care. They come to us from a variety of backgrounds and experiences. We accept them as they come to us and our daily struggle is to help them acquire the knowledge, understanding, concepts and skills they will need in order to overcome the many challenges they face. This is our mandate. The only one that interests us. I hope some good will result from all this.

DISCUSSION

As with the Westview student survey, the Westview staff survey produced both positive findings as well as results that are cause for serious concern. Fortunately, most of the teachers and staff members who completed the Westview survey appear to be dedicated professionals. Despite some challenges, the vast majority are happy with their jobs, report that they enjoy working with the students at Westview, and claim that, in general, teachers and students at Westview get along. In fact, at the time of the survey, the majority of respondents were very satisfied with the school administration.

Nevertheless, the staff respondents at Westview did indicate that changes are necessary for the improvement of school safety and student behaviour. Several respondents felt that discipline was too lenient or inconsistently applied at the school and that this situation had caused deterioration in school safety and student behaviour. Indeed, a large proportion of faculty had witnessed criminal activity at Westview over the previous two years – including fights between students, physical threats, students with weapons, theft and drug trafficking. The majority of respondents also indicated that they had been subjected to deliberate student misbehaviour – including challenges to authority, insults,

teasing and accusations of unfairness with respect to both student punishment and grading. Finally, the majority of the staff who participated in the survey are fearful of the neighbourhood around Westview (especially at night) and claim that their school has serious problems with hallway disorder, students who disobey authority, bullying, theft, youth gangs, violence between students, drug use and drug trafficking.

With these findings in mind, it is not surprising to note that the majority of staff support policies that are “tough” on student misbehaviour. A high proportion of staff respondents, for example, would like to suspend or expel more students at Westview, call the police more frequently to deal with unruly students, give police the power to search student lockers, increase the number of security cameras in the halls and increase the number of full-time security staff. Most would also support having a single entrance in and out of the school. However, it is also important to note that the majority of staff are also very supportive of “softer” initiatives that would attack the root causes of student misbehaviour. These initiatives include the provision of better counselling and treatment for troubled youth, more after school programs and programs that would increase the involvement of parents in school activities.

Finally, it should be stressed that the problems or concerns identified by the staff and student respondents are not limited to Westview Centennial, rather the respondents suggest that it is quite likely that similar issues exist at many other high schools in the Toronto area.

For the most part, the results of the Westview staff survey are remarkably similar to the results of the staff survey at C.W. Jefferys. However, unlike the staff members at Jefferys, the teachers and support staff at Westview appear to be significantly more satisfied with the current administration at their school. Compared to their counterparts at Jefferys, the Westview staff are also less likely to believe that school safety and student behaviour have deteriorated over the past two years. Thus, one might conclude that the results of the Westview staff survey are somewhat more positive or optimistic than the results of the Jefferys staff survey. However, such conclusions may be somewhat premature. One concern with the Westview survey is the low response rate. Many teachers, staff and administrators at Westview simply refused to participate in the survey. This makes it somewhat difficult to generalize the results of this survey to the views and experiences of the entire staff at this school. Do those who did not answer the questionnaire have more negative or more positive perceptions of Westview? Do those who did not participate in the survey have similar experiences with criminal victimization? These are questions that we simply cannot answer at this time.

Finally, the results of both the Westview student survey and the Westview staff survey still suggest that Westview suffers from problems with crime, violence and disorder within the school environment. The fact that many staff respondents feel that things have gotten better over the past two years should thus, provide little comfort. Indeed, Westview may have been a “very unsafe” school that has improved somewhat over the past few years. Jefferys, on the other hand, may have been a relatively “safe” school that has gotten less safe over the same time period. The inability to explore this issue more

thoroughly underscores the great need for periodic surveys and safety audits that will enable school board officials to track changes in school safety over time.

3.04 Safety Issues are City Wide

The gun and violent incident data collected in the C.W. Jefferys and Westview surveys are alarming. The issue of guns, however, should not be viewed as a “Jane-Finch” or NW2 issue. To the contrary, the possession of firearms at schools or on school property is a growing trend across the City of Toronto in general and the TDSB is not immune. In a consultation with Systems Superintendent Donna Quan, the Panel was presented with the following chart detailing the gun, weapon, and sexual assault incidents across the TDSB from February, 2006 to June, 2006 (this data was collected from weekly incident reports collected by the Safe and Caring Schools Department):

Serious Incident	June	May	April	March	February	Total
Gun Incidents	4	11	4	5	11	25
Weapons incidents	12	24	15	15	14	80
Sexual Assault	3	10	6	3	6	26

Based on the Panel’s inquiries, we understand that the above five month tally represents the only compiled and collated firearms information that the Department has compiled from its weekly incident reports. (see Volume 3, section 3.06.02, “Tracking Safety” regarding current gaps in tracking safety)

In addition to this data, the Toronto Police Service provided the Panel with a list of occurrences for three defined classes of incidents at Westview and C.W. Jefferys that resulted in police involvement in the last 24 months. Specifically, the Panel requested police occurrences with respect to weapons generally, guns in particular and sexual assaults. Based on this request, the Panel was provided with the following data (December 2005 to November 2007)

Westview:

1. 1 Gun incident
2. 8 assaults with a weapon (either knife or scissors)
3. 1 sexual assault

C.W. Jefferys

1. 2 gun incidents (one reported and never found; and one witnessed)
3. 1 concealed weapons incidents (knife)
4. 2 sexual assaults
5. 1 dangerous weapon incident (pepper spray)

The Panel was advised by the TDSB as to three different methods of collecting violent incidents: (1) weekly incident reports; (2) crisis reports; and (3) violent incident reports. (see Volume 3, section 3.06.02, “Tracking Safety” regarding a full description of reporting systems as well as the current gaps in tracking safety).

In order to get a more complete picture of the serious incidents and firearm related incidents that have occurred across the TDSB, the School Safety Panel staff spent days wading their way through unintegrated reports to compile and collate the serious incident data for the last 24 months. A Table of Violent Incidents was prepared that reflects incidences across the City of Toronto (predominantly outside the Jane-Finch area). A thirty page chart prepared by the Panel entitled “Table of Violent Incidents” is attached as Appendix “D” to this Report. The table identifies 177 incidents of violence that have been reported in schools across the city (see Appendix “D” to this Report, chart entitled “Table of Violent Incidents”). A summary of this chart is set out below.

The incidents included in the Table of Violent Incidents were chosen from a larger pool of incidents in order to classify according to gun incidents (firearms, replicas, pellet guns or reports of guns), weapons incidents (knives or tasers), robberies and sexual assaults. The table was compiled from a collation of data obtained from TDSB Weekly Incident Reports covering the period of January 13, 2006 to and including November 30, 2007 and a review of the Board Crisis Reports covering the period of September 26, 2006 to and including December 6, 2007. The non-mandatory nature of the reporting requirements, as well as the inconsistent reporting among quadrants, supports the view that these numbers significantly understate the prevalence of violent crime amongst youth in schools. The table allows for a comparison between those incidents reported in Northwest 2 (five) in contrast to those incidents reported in all other quadrants in the City (172). Clearly Northwest 2 suffers from under reporting. Equally clear, however, is the fact that violence in general, gun incidents and sexual assaults in particular, is a City-wide phenomenon. A summary table is provided below (see thirty-page chart, Appendix “D”:

Category	On School Property	Off School Property	NW2
Gun Incidents – actual/replicas/pellet/reported	54	26	3
Weapons Incidents – knives and tasers only - Could be in possession/threatening	30	5	0
Robberies	10	5	0
Sexual Assaults	31	16	2

The summary table demonstrates that there a significant number of gun incidents across the TDSB and outside of the NW2 area. In total, there were 80 total gun related incidents on or off school property reported in the either the Weekly Incident Reports or the Crisis Reports. Of the 80 incidents, only two occurred in the NW2 family of schools. The data detailed above (as expanded upon in the Table of Violent Incidents) demonstrates a similar trend for all serious violent incidents. While it is clear that the NW2 family of schools underreports serious incidents, it is also equally clear that these types of incidents are occurring across the TDSB in significant numbers.

The panel received data that the Board produces yearly for the Trustees that encapsulates the provincially mandated “Violent Incident” forms. The title of these reports is unfortunate as they do not represent a comprehensive reporting of incidences of violence in the school system. According to Systems Superintendent Quan (head of Safe Schools) these reports, as currently filled out, capture only a fraction of incidences of violence (the failures of this reporting system are explained in Volume 3, section 3.06.02, “Tracking Safety”). Nevertheless, the Panel obtained numbers from these violent incident reports.

In the 2005-06 school year, there were 11 incidents across the TDSB that involved the use of a weapons, including a firearm (no breakdown according to firearms has been provided). In the same year, 52 violent incident reports were prepared for incidents where a weapon was used to cause or to threaten bodily harm (no breakdown according to firearms). From September, 2007 to December 20, 2007, 34 violent incident reports were prepared for possessing a weapon, including a firearm (no breakdown according to firearms). In addition, 29 violent incident reports were completed for incidents involving the use of a weapon to cause or threaten bodily harm to another person (no breakdown according to firearms).

Given the realities of under reporting, neither the Board nor the police have any reliable means for accurately measuring the extent of youth victimization or the number of weapons in schools. Initiatives aimed at curbing violence and weapons in schools can only succeed if there is a community acknowledgement that the problem exists and is growing City-wide. These problems are not restricted to one or two troubled regions of the City. This is not simply about “Jane-Finch”. Field Superintendent Jill Worthy of Southwest 4 has recognized this reality:

*We know there are guns in the schools. The real question to be resolved is the availability and the flexibility of resources for superintendents to independently deal with this issue. For example, there is no ability on the part of superintendents to bring in itinerant staff such as school based safety monitors. What is currently in place in respect of our allocation of resources is a formulaic approach which does not include the flexibility needed for superintendents to address these problems.*¹⁴

¹⁴ Consultation dated December 11, 2007

THE "JANE - FINCH" LANDSCAPE



HOUSING

THE "JANE - FINCH" LANDSCAPE



PROGRAMS

THE "JANE - FINCH" LANDSCAPE



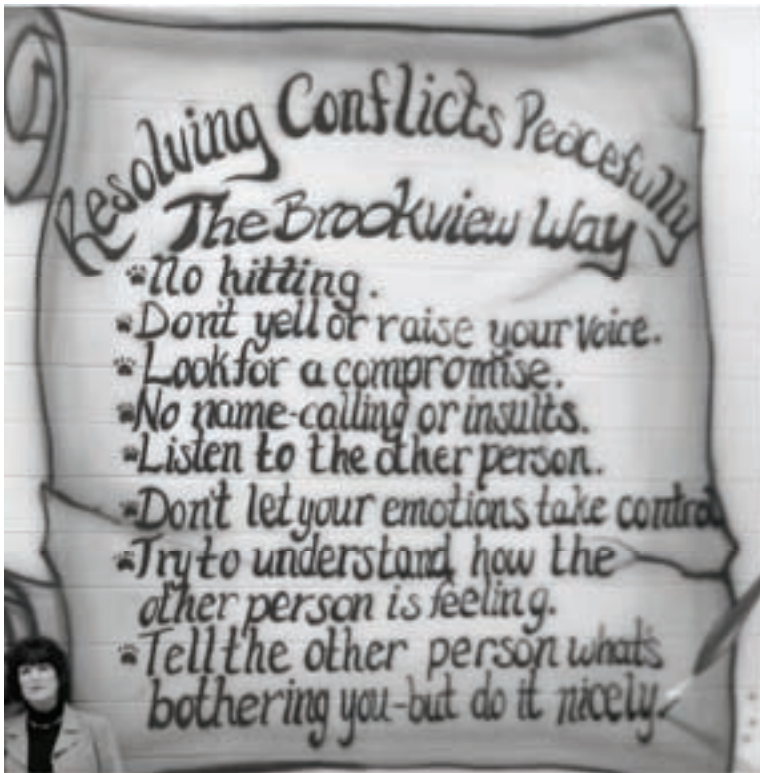
SERVICES

THE "JANE - FINCH" LANDSCAPE



SERVICES

Brookview Middle School



Brookview Middle School



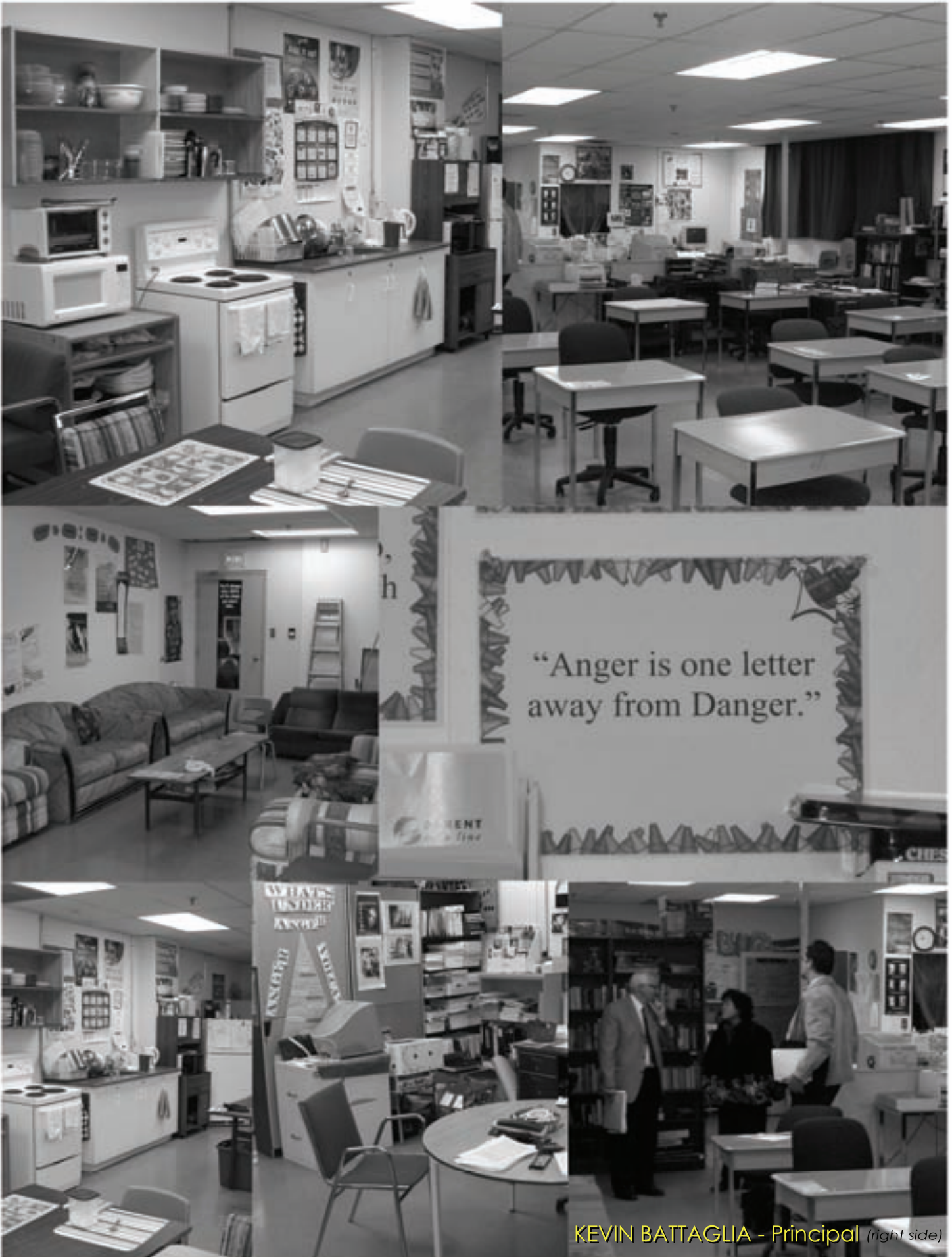
Karl Subban - Principal

C.W. Jefferys Collegiate Institute



Trustee STEPHNIE PAYNE
Panel Chair JULIAN FALCONER

S.P.E.S. - Special Program for Expelled Students Randolph



KEVIN BATTAGLIA - Principal (right side)

Westview Centennial Secondary School



BREAKING THE LOGJAM - A Blueprint for Progress on School Safety: A Symposium
co-sponsored by the School Community Safety Advisory Panel and the Ontario
Human Rights Commission (November 21, 2007)



BARBARA HALL - Chief Commissioner: OHRC (Ontario Humans Rights Commission) and
JULIAN FALCONER: LL.B (School Community Safety Advisory Panel Chair).

THE ROAD TO HEALTH: A FINAL REPORT ON SCHOOL SAFETY

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3.05: Gender and School Safety

Acknowledging the voices of all women everywhere and taking note of the diversity of women and their roles and circumstances, honouring the women who paved the way and inspired by the hope present in the world's youth...

Beijing Declaration, paragraph 4

3.05.01: Introduction

In 2006, several C.W. Jefferys' students reported a sexual assault of a young, racialized, female student within the school. The students came forward because they were concerned that the boys involved were singling out girls who were unpopular and isolated.

While reports of the student's victimization, in one form or another (describing either a sexual assault or related bullying and harassment), were provided to administration, the police were not notified about the incident, nor were the young woman's parents informed. One administrator has claimed that there was a concern, due to the young woman's ethnic background and religion, that she would be the subject of abuse by her parents if they were to become aware of the incident.

As students in the school heard about the incident, the female student became the subject of intense sexual harassment and ridicule by other students. Although some steps were taken to curb this abusive behaviour, the bullying continued. Eventually, the young woman was transferred to another school at the request of both the young woman and her father (who had not been informed of the allegations).

No steps were taken to remove the alleged perpetrators from the school. In fact, no further action was taken until June 2007, when, in the course of its consultations with teachers, the Panel learned of the alleged sexual assault. The Panel immediately provided a confidential interim report to the Director for Education of the Toronto District School Board on June 27, 2007. That same day, the principal and two vice-principals from C.W. Jefferys were placed on home assignment pending further investigation. The incident was reported to police and an investigation was initiated. Extensive media coverage has resulted in this incident becoming part of the public domain.¹

On July 6, 2007, in response to the confidential report and community expressions of concern following media reports, the TDSB particularized the Panel's Terms of Reference. The Panel was asked to ensure that it included in its review, "the particular risks to the safety of female visible minority students that may exist with our schools."

On Sept 19, 2007, the police arrested four young men in connection with the alleged sexual assault at the school and announced that they were still searching for two other

¹ See Toronto Star article, June 30, 2007, p. A1, "School Assault Ignored: Sources."

youth. According to media reports, the youth were charged with forcible confinement, gang sexual assault, and conspiracy to commit an indictable offence. At the time of writing, these charges are still before the court.

There are several very troubling dimensions to the incident at C.W. Jefferys. A female student was victimized at school, not only by other students, but also by the delayed and inadequate response from the very school system that was supposed to protect her. Stereotypes about ethnicity and religion appear to have played a role in the failure by the school administration to follow the TDSB sexual assault policy. Further, as no steps were taken to deal with the male students alleged to have been involved, other female students may have been placed at risk at the school.

The case at C.W. Jefferys highlights numerous systemic issues concerning the risks that young women face in schools and underscores the importance of an analysis of school safety that incorporates the relationships between factors such as gender, race, immigration status, class and the perpetration of school violence. In its research into issues of gender and school safety, the Panel conducted consultations with stakeholders in the education system, as well as community groups, social service agencies, youth and academics. It quickly became clear that violence against young women in schools has received very little study and there is much more work still to be done.

Unfortunately, an analysis that is alive to the relationships between gender, race and class has not generally informed school safety research or policy. Rather, the majority of work on school safety tends to use a gender-neutral approach and concentrates most of its efforts towards addressing the types of violence that are perceived to occur primarily between male students. As such, “guns and gangs” concerns receive a disproportionate amount of attention, funding and intervention as compared to the types of violence that young women experience, including the gendered violence, such as the sexual exploitation of women, associated with gang activities.

Thankfully, shootings in and around Toronto schools are still a relatively rare occurrence. Unfortunately, the same cannot be said for forms of gender-based violence such as sexual harassment and sexual assault. The survey work done at C.W. Jefferys and Westview demonstrates that sexual assaults and sexual harassment are occurring at high levels in some Toronto schools. There is no reason to believe these schools are unique in this regard, nor should the prevalence of gender-based violence be news to the TDSB. The increase in school-related sexual assault was specifically brought to the Board’s attention in June 2006.² Both the Safe and Caring Schools Department and the Safe and Caring Schools Work Group reported to Trustees that the measures in place to address the problem were not sufficient and recommendations were made to increase resources and programming. The Board denied the request without providing reasons. Yet, over the past year, more resources have been made available for anti-gang initiatives in Toronto schools. A focus on so-called “guns and gangs” concerns runs a serious risk of rendering invisible the gendered forms of violence that occur on a daily basis in schools.

² TDSB (June 2006), “Safe Schools at the TDSB: Presentation to the Board.”

This Chapter highlights some of the specific safety issues affecting female students. It begins with a discussion of the statistics and research that establishes that gender-based violence is prevalent in schools. This research challenges narrow conceptions of violence that focus only on physical manifestations of violence. Sexual harassment and racism, while not commonly understood to inflict physical injury, have serious and harmful effects on students and also reinforce discriminatory power relations that our schools should be playing a vital role in countering. As argued elsewhere in this report, well-being and equity are inter-related. As such, our understanding of the dual concepts of safety and violence must be informed by principles of equity.

In its directions to the Panel, the Toronto District School Board has asked the Panel to specifically consider the risks faced by visible minority female students. The research demonstrates that all female students are at risk of gender-based violence. However, race, disability, class, immigration status and other factors can play a role in producing vulnerabilities to violence. Stereotypes that certain racialized women are “promiscuous” can cause school administrators to assume that a sexual assault was actually consensual and therefore not act upon reports of sexual violence against racialized girls. While it has not been established that “visible minority female students” are victims of gender-based violence at higher rates, policies and procedures must take their particular vulnerabilities and experiences into account.

The Chapter then turns to a discussion of policy responses to gender-based violence. Current TDSB policies for responding to reports of sexual assault are described and assessed. There are a number of difficult issues to consider when sexual assaults occur in schools. Many students are reluctant to come forward, knowing that reporting sexual assault will result in the automatic involvement of both the police and their parents. There are strong views on both sides of the question of whether schools should always involve police and families in such incidents. Supporting the needs of victimized students must be the priority, even if that means giving them decision-making power regarding the involvement of police and parents, where appropriate.

It is argued that sexual assault policies must be communicated broadly within the school community and supports must be in place to assist victims of violence. However, if we wish to prevent violence in the future, it is essential that there are also supports in place to assist perpetrators. There are improvements that can be made in all of these areas.

We then turn to a discussion of violence prevention strategies. At present, the TDSB has made a commitment to implementing violence prevention programming, such as anti-bullying programs. However, the programs that exist tend to be gender-neutral and do not address the root causes of violence against girls and young women. Violence prevention programs that do not specifically address gender-based violence and fail to address root causes of such violence, will not be effective in achieving its aims.

Finally, we discuss the importance of a holistic approach to prevention, which incorporates anti-violence education, changes to physical features and the culture of schools and the creation of safe spaces for female students. Some of the characteristics of

an effective gender-sensitive anti-violence program are described, including early and continuous interventions, the involvement of all school community stakeholders and the use of peer-education programs. Schools should also be audited with a view to the particular vulnerabilities of female students.

Female students must feel that their safety is a TDSB priority and that their concerns are being heard and that a response will be given. At present, this is not the case. The levels of gender-based violence in Toronto schools are unacceptable and immediate action is required.

3.05.02: The Prevalence of Gender-Based Violence in Schools

Young Women and Violence in TDSB Schools

Violence against women is a significant and widespread problem. In Canada, 50 percent of girls below the age of 16 have been victims of some form of violence.³ More than half (54 percent) of young women under 16 have experienced some form of unwanted sexual attention, while another 24 percent have experienced rape or coercive sex.⁴ These percentages increase for disabled, immigrant, refugee, Aboriginal, lesbian, bisexual and trans-gendered girls.⁵ While girls are at risk of victimization at any age, the rate of victimization for female victims increases through the teenage years to a peak at the age of 15.⁶

Schools are far from being immune to this problem. There is evidence that violence against girls and young women occurs in significant numbers in schools and that such incidents are increasing in Toronto.

The survey work conducted at C.W. Jefferys and Westview confirms that the prevalence of gender-based violence at Toronto schools is indeed high. Students were asked to report incidents of sexual assault, which was defined as “being forced to have sexual contact against their will, or a case in which someone has attempted to force sexual contact”. At C.W. Jefferys, 18.7 percent of female respondents reported that they had been sexually assaulted at school within the past two years.

Furthermore, 29.3 percent of female students reported that they had been the victims of unwanted sexual contact at their school over the past two years. Seven percent of female respondents reported that they were the victims of a major sexual assault at their school

³ C. Steenbergen and C. Foisy (2006), “Best Practices: Experience, Knowledge and Approaches for Working with and for Girls and Young Women”, POWER Camp National.

⁴ Y. Jiwani, et. al. (1999), *Violence Prevention and the Girl Child: Phase One Report* (Alliance of Five Research Centres on Violence), p. 3.

⁵ C. Steenbergen and C. Foisy (2006), “Best Practices: Experience, Knowledge and Approaches for Working with and for Girls and Young Women”, POWER Camp National.

⁶ K. AuCoin (2005), “Children and Youth as Victims of Violent Crime”, *Juristat*, Vol. 25(1) (April 2005), p. 3.

over the past two years.⁷ At Westview, 21 percent of student respondents reported that they knew of at least one student who was sexually assaulted at school over the past two years. Seven percent reported that they knew three or more students who had been sexually assaulted at school over the past two years.

According to TDSB Crisis Intervention Reports and Weekly Incident Reports, there were 31 documented reports of sexual assaults on school property between September 2006 and December 2007. These reports are from across the TDSB and none were from C.W. Jefferys or Westview. As Weekly Incident Reports are not mandatory for TDSB schools, they cannot be taken as comprehensive. As alarming as these numbers are, when compared to the survey results from C.W. Jefferys and Westview, it is clear that they represent a significant under-reporting of the actual number of sexual assaults that take place in TDSB schools.

Correspondingly, the survey work conducted for the Panel demonstrates that female students worry about being sexually assaulted at school. At C.W. Jefferys, 33 percent of the female students reported that they at least sometimes worry about being sexually assaulted at school. Clearly female students do not feel safe in their school environment and indeed are not safe from gender-based violence in their schools.

One drawback to the many studies of violence victimization rates, is that researchers have employed a limited definition of violence, for example, by focusing on the percentage of young women who have experienced sexual and/or physical assaults. Such an approach is at odds with the ways in which violence is experienced and understood by girls and young women. Everyday violence in the lives of girls and young women takes many forms, including physical, emotional, verbal and sexual abuse. What all these forms of violence have in common is that they serve to reinforce a sense of powerlessness and undermine a sense of self.⁸ A broader conceptualization of violence allows us to examine violence as a mechanism that is used to distribute and maintain power imbalances in our society.⁹

Sexual harassment, including sexual jokes, comments, gestures or threats, is pervasive.¹⁰ A recent survey of 4,200 girls between nine and 19 years of age, revealed that 80 percent had experienced sexual harassment in some form and half reported encountering it

⁷ Major sexual assaults were identified as cases in which a student answered yes to the following question: "In the past two years, have you been sexually assaulted at school. Has someone ever forced you to have sex at school against your will?"

⁸ Y. Jiwani and H. Berman (2002), "Introduction" in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres), p. 3.

⁹ Y. Jiwani and H. Berman (2002), "Introduction" in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres), p. 2-3.

¹⁰ H. Berman, et. al. (2002), "Sexual Harassment: The Unacknowledged Face of Violence in the Lives of Girls" in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres on Violence) p. 16.

daily.¹¹ According to a 2005 report released by Statistics Canada, this form of bullying increased with age for females and peaked at grade nine.¹²

These statistics are consistent with the reports of sexual harassment derived from student surveys conducted at Westview and C.W. Jefferys. Students at Westview were asked about their experiences of sexual harassment at school. Sexual harassment was defined as someone “making unwanted sexual comments that upset the student or made them feel uncomfortable.” At Westview, one out of every three female students (33.7 percent) claimed that they had been the victims of sexual harassment at their school over the past two years.

Although students at C.W. Jefferys were not asked questions relating to sexual harassment, the teacher and staff surveys did address this issue. Surveys revealed that 54.9 percent of staff had witnessed a student sexually harass another student. Twenty percent had witnessed a student sexually harass another student on five or more occasions. Female teachers also experienced high rates of sexual harassment by students, with 48 percent of female staff reporting such harassment.

Sexual harassment is increasingly occurring electronically. Sexual, misogynistic, homophobic and racist messages are being sent through popular interfaces such as texts, blogs, e-mails, Facebook, MySpace and cellphones. Cyber-violence can take many forms including online contact leading to offline abuse, cyber-stalking, online harassment and degrading online representations of women.¹³ Because of the medium used, cyber-bullies have an infinite audience to witness their attacks and can readily attract onlookers to participate in the abuse.¹⁴ Perpetrators and onlookers can also hide behind the anonymity of electronic communications.

Even prior to the escalation of “cyber-harassment”, sexual harassment was experienced routinely by girls, in schools and elsewhere. Its psychological impact on young women cannot be adequately measured. While to date there is minimal research concerning the health effects of sexual harassment on girls and young women, several writers have noted a tendency among girls to drop out of school, to suffer from lowered self-esteem, depression, feeling unsafe in public places, eating disorders and suicidal thoughts and

¹¹ Y. Jiwani, et. al. (1999), *Violence Prevention and the Girl Child: Phase One Report* (Alliance of Five Research Centres on Violence), p. 6.

¹² K. AuCoin (2005), “Children and Youth as Victims of Violent Crime”, *Juristat* Vol. 25(1) (April 2005) at p. 7.

¹³ S.C. Herring, “Cyber violence: Recognizing and resisting abuse in online environments” (2002) 14 *Asian Women* at 187-212. Cited in S. Shariff and R. Gouin, “Cyber-Dilemmas: Gendered hierarchies, free expression and cyber-safety in schools”(2005) Department of Integrated Studies in Education, McGill University, online: <www.oii.ox.ac.uk/microsites/cybersafety/extensions/pdfs/papers/shaheen_shariff.pdf> at 5-6.

¹⁴ S. Shariff and R. Gouin, “Cyber-Dilemmas: Gendered hierarchies, free expression and cyber-safety in schools”(2005) Department of Integrated Studies in Education, McGill University, online: www.oii.ox.ac.uk/microsites/cybersafety/extensions/pdfs/papers/shaheen_shariff.pdf at 4.

attempts.¹⁵ When sexual harassment is permitted to occur on a daily basis in high school hallways and classrooms, this form of gender discrimination has the effect of disadvantaging girls in the pursuit of education and in their lives more generally.¹⁶

There is no doubt that sexual harassment is experienced as a form of violence. Nonetheless, the violence of sexual harassment is often overlooked. Behaviours associated with sexual harassment are often dismissed by school staff and administrators as “boys will be boys,” or “just a joke.” The prevalence of sexual harassment and the lack of attention given to preventing and responding to such behaviours, plays an important part in teaching both girls and boys about gender roles and domination. One prominent Canadian-based researcher in this area, Helene Berman, has observed that:

Lying at one end of the continuum of violent behaviours directed toward girls and young women, sexual harassment may be construed as the first and most vital entry point into training males to dominate and violate females and females to submit to this domination and violation as an inevitable part of “the way life is.” Thus, as a form of sexual violence, sexual harassment is a fundamental way in which gender inequality is entrenched, expressed and reinforced in the lives of women and girls.¹⁷

This “unacknowledged face of violence” is, in reality, a major factor in the social construction of male power and control.¹⁸ Children and youth acquire and learn to use power most directly through relationships with parents, adults, peers and other representatives of the institutions they encounter.¹⁹ Girls and boys learn through experience that girls have less status, less authority as decision-makers and participants in shaping their public or private lives and that implicitly or explicitly society approves of “girls being girls and boys being boys.” In other words, society sanctions the idea that there are “acceptable degrees of violence” when it comes to women.

¹⁵ H. Berman, et. al. (2002), “Sexual Harassment: The Unacknowledged Face of Violence in the Lives of Girls” in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres on Violence) p. 22.

¹⁶ H. Berman, et. al. (2002), “Sexual Harassment: The Unacknowledged Face of Violence in the Lives of Girls” in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres on Violence) p. 21.

¹⁷ H. Berman, et. al. (2002), “Sexual Harassment: The Unacknowledged Face of Violence in the Lives of Girls” in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres on Violence) p. 14-44.

¹⁸ H. Berman, et. al. (2002), “Sexual Harassment: The Unacknowledged Face of Violence in the Lives of Girls” in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres on Violence) p. 14-44.

¹⁹ H. Berman, et. al. (2002), “Sexual Harassment: The Unacknowledged Face of Violence in the Lives of Girls” in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres on Violence) at 37.

Institutional disregard of gender-based violence gives implicit permission for it to continue unabated in schools, thus trivializing girls' experiences and normalizing violence.²⁰

Vulnerabilities to Gender-Based Violence

In its clarification of the Panel's terms of reference, the TDSB asked the Panel to examine "the particular risks to the safety of female visible minority students that may exist within our schools." The question posed by the TDSB recognizes that while all women are vulnerable to sexual violence, certain groups of women experience specific risk factors. For example, girls with disabilities are sexually abused at a rate four times greater than the national average.²¹ Approximately 75 percent of Aboriginal sexual assault victims are under the age of eighteen.²² Transgendered boys and girls are amongst the most vulnerable to gender-based violence.

Schools are a microcosm of larger society. Stigmatization, stereotypes, inadequate social supports, poverty and unemployment are considered predictors of vulnerability to violence, both inside and outside of schools.²³ If certain groups are subjected to racism in the community, our youth will heed these messages. When racism is legitimized by wider society, it implicitly gives youth permission to single out those young women who they may see as justifiable or easy targets because the way in which their community has been openly disparaged. Thus, young women from racialized and low-income communities are vulnerable to acts of violence due to the manner in which sexism, racism and classism intersect and inform the nature of the abuse. Far from experiencing these forms of oppression as separate and distinct, race, class and gender are always interwoven.

An expert and advocate on violence against women and children commented during a consultation:

Sexual or gender based violence is intertwined or is met with the racial identity that they have so ... the sexual slur will have some racist connotations to them to create that extra punch. And the way in which racialized young women may be stereotyped because of the common stereotype around their sexuality, I think that will also feed the impetus for how we get targeted.

²⁰ Y. Jiwani and H. Berman (2002), "Introduction" in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres) at 1.

²¹ S. Razack, 1994, From Consent to Responsibility, from Pity to Respect: Subtexts in Cases of Sexual Violence involving Girls and Women with Developmental Disabilities, *Law and Social Inquiry*, Vol.19, No. 4 at 891-922. In METRAC's Sexual Assault Fact Sheet online: METRAC <http://www.metrac.org/new/stat_sex.htm>.

²² S. D. McIvor and T. Nahanee, 1998, "Aboriginal Women: Invisible Victims of Violence", in K. Bonnycastle and G. S. Rigakos, eds., *Unsettling Truths: Battered Women, Policy, Politics and Contemporary Research in Canada*, at 65. In METRAC's Sexual Assault Fact Sheet online: METRAC <http://www.metrac.org/new/stat_sex.htm>.

²³ Y. Jiwani, 2002, Mapping Violence: A Work in Progress. In METRAC Sexual Assault Statistics online: METRAC <http://www.metrac.org/new/stat_sex.htm>

Stereotypes that certain racialized women are “promiscuous” can cause school administrators to assume that a forced sexual encounter between students in a bathroom was actually consensual and therefore not act upon reports of sexual violence against racialized girls. School authorities acting upon racial stereotypes born of ignorance cannot protect (or even recognize) victims. Stereotypes about promiscuity are also a barrier to effective reporting, as girls may fear that assumptions will be made that they were “asking for it” or “wanted it.” An inability to distinguish coerced from consensual sex can result in a youth who has been victimized by violence being mis-portrayed and misunderstood as a promiscuous student who simply requires protection from harassment by other students.

The survey conducted at C.W. Jefferys and Westview highlights the differences in perceptions of risk of gender-based violence according to race. For example, as discussed earlier in this Report, South Asian and Asian females appear to worry more about the possibility of being sexually assaulted at school than students from other racial backgrounds.

The Panel spoke to representatives from different communities in Toronto in order to examine the extent to which racialized girls are at risk of violence. Representatives of community organizations that primarily serve South Asian, African, Arab and Muslim communities emphasized that gender-based violence is prevalent across all communities and is not an issue unique to their communities or Muslim girls. They were also quick to dispel notions that “honour killings” were uniquely associated with Muslims or that “honour killing” is a common practice among Muslim Canadians. They expressed concern that the intense government, media and police scrutiny of Muslim communities post-9/11 has contributed to the prevalence of false and negative stereotypes and the isolation of Muslims.²⁴ For instance, the organizations told the Panel that they saw an increase in complaints by Muslim students who were being picked on by students and teachers.

Over 10,000 TDSB students are in their first year in Canada.²⁵ The representatives from South Asian, African, Arab and Muslim community organizations, as well as school settlement workers, warned that newcomers face additional vulnerabilities due to language barriers, isolation, pressures from navigating between Canadian culture and the

²⁴ See also Y. Jiwani, *Discourses of Denial: Mediations of Race, Gender, and Violence* (Vancouver: UBC Press, 2006) at 177-201. Jiwani discusses the gendered and Orientalized nature of news coverage following 9/11. The discourse presented in the media backlash is that one side is evil and needs to be annihilated by the moral “free world” in order to liberalized the oppressed women of the “East”. What has been ignored is the real impact 9/11 and its reporting has had on Muslims in Canada. The environment of terror and resulting incarceration, deportation, criminalization and racial profiling has created for Muslims heightened feelings of insecurity, a fear of retaliation, and turning inward into their community.

²⁵ Ministry of Education cited during the Settlement Workers in Schools consultation.

culture of their country of origin and difficulty accessing necessary resources and supports before and after an incident of violence occurs.²⁶

School settlement workers reported that newcomer students' safety is at risk because school policies and procedures have not been effectively communicated to them. As a result, newcomer students are often unclear on what is expected from them and they often receive the wrong information from their peers. In addition, school settlement workers told the Panel that newcomer students are prone to harassment from non-newcomer students and young newcomer women tend not to report problems they experience to teachers or parents. This is partly due to their concerns that school staff will misunderstand their distress or that they will not receive the support or assistance they need. They also strongly fear retaliation from other students and young newcomer women are pressured by their abuser not to tell. Furthermore, young women struggle with the fear that they will be blamed by their families or community and feel guilty about further burdening their families.

A consultation with an after-school newcomer girls' group corroborates the reports made by the school settlement workers. The girls, in their early teens, were very shy and spoke English with some degree of difficulty. One girl spoke about how she was bullied by another student when she first started school in Toronto because she did not speak English. When asked how she handled the situation, she said that she "learned English." She did not tell her teacher because she feared the student and other classmates would retaliate against her. She did not tell her parents and she could not give a reason for not disclosing the problem to family.

Almost all the other girls agreed that they too would not tell their parents about problems at school. Many girls explained that their parents were not involved with their schools because they did not speak English or had to work. When the girls were asked who they went to for help, they unanimously said that they went to their friends. They all emphasized the importance of having friends as a way to cope at school.

Several girls did not find teachers to be very helpful when they did report an incident. One girl reported that although the teacher spoke to the offending student, the harassment did not stop. Another girl said she felt her teacher ignored her and favoured the other students.

Although, these girls said they did not feel unsafe at school, it is clear that they quickly learned how to survive in school by making themselves less isolated through participation in school programs, by learning English and by making friends. The ways in which newcomer girls can be vulnerable to violence was evident. These vulnerabilities arise from a lack of supports in the school, language skills and lack of a network of friends when they first begin at a new school.

²⁶ See also Y. Jiwani, *Discourses of Denial: Mediations of Race, Gender, and Violence* (Vancouver: UBC Press, 2006) at 143; METRAC Violence and Young Women FAQ online: METRAC <http://www.metrac.org/new/faq_vio.htm>.

Many of the groups and experts consulted highlighted the problems associated with an analysis that attributes the violence faced by women from racialized and marginalized communities to their culture. Violence is a pervasive problem for all women, no matter their background. Yet, it is common for a victim's "culture" to be blamed when the victims are racialized women and girls.²⁷ This "culturalization" is based on stereotypes about racialized cultures and the "oppressive" traditions they allegedly imposed upon their women – for example stereotypes about "honour killings" and "arranged marriages" in South Asian communities. Such an approach results in the labelling of entire communities as sexist, violent and backwards. By blaming the violence on the "culture" of women, the systemic factors that are key to producing and reproducing gender-based violence are ignored. It also reinforces the belief that violence is a result of the racialized culture failing to assimilate into "mainstream" culture and thereby feeds "mainstream" culture's sense of superiority, power and normalcy over the racialized culture.²⁸

Consequently, culturalizing violence against women can result in prescriptions that enforce ethnic stereotypes and in effect further marginalizes the community and adds to their risk to violence.²⁹ Consequently, women resist disclosing the violence they experience fearing they will further reinforce the negative stereotypes against their communities,³⁰ or may be labelled a traitor by their communities.³¹

The "culturalization" of violence also fails to understand how young men are raised and the underlying factors that make them perpetrate violence against women. An expert and advocate on violence against women and children, commented that when a culture-based argument is used to look at issues of vulnerability, it does not allow us to look at the broader systemic components that puts all young women at risk. She emphasized that it was clear that something is not working with the way in which we are raising young men, regardless of the group from whom they come.

²⁷ Y. Jiwani, *Discourses of Denial: Mediations of Race, Gender, and Violence* (Vancouver: UBC Press, 2006) at p. 19-22.; Y. Jiwani, "Walking a Tightrope: The Many Faces of Violence in the Lives of Racialized Immigrant Girls and Young Women" (2005) 11 *Violence Against Women* 7 at 850; Y. Jiwani, "Culture, Violence, and Inequality" (Violence Against Women: Meeting the Cross-Cultural Challenge, Workshop, Vancouver, March 1997) online: FREDa <http://www.harbour.sfu.ca/freda/articles/culture.htm>.

²⁸ Y. Jiwani, *Discourses of Denial: Mediations of Race, Gender, and Violence* (Vancouver: UBC Press, 2006) at p. 19-22; Y. Jiwani, "Walking a Tightrope: The Many Faces of Violence in the Lives of Racialized Immigrant Girls and Young Women" (2005) 11 *Violence Against Women* 7 at 850; Y. Jiwani, "Culture, Violence, and Inequality" (Violence Against Women: Meeting the Cross-Cultural Challenge, Workshop, Vancouver, March 1997) online: FREDa <http://www.harbour.sfu.ca/freda/articles/culture.htm>.

²⁹ S. Razack, *Looking White people in the eye: Gender, race, and culture in courtrooms and classrooms* (Toronto: University of Toronto Press, 1998). In Y. Jiwani, "Walking a Tightrope: The Many Faces of Violence in the Lives of Racialized Immigrant Girls and Young Women" (2005) 11 *Violence Against Women* 7 at 852. U. Narayan, *Dislocating cultures: Identities, traditions, and third-world feminism* (New York: Routledge, 1997). In Y. Jiwani, "Walking a Tightrope: The Many Faces of Violence in the Lives of Racialized Immigrant Girls and Young Women" (2005) 11 *Violence Against Women* 7 at 852.

³⁰ S. Razack, ed., *Race, space and the law: Unmapping a White settler society* (Toronto: Between the Lines, 2002). In Y. Jiwani, "Walking a Tightrope: The Many Faces of Violence in the Lives of Racialized Immigrant Girls and Young Women" (2005) 11 *Violence Against Women* 7 at 852.

³¹ Y. Jiwani, *Discourses of Denial: Mediations of Race, Gender, and Violence* (Vancouver: UBC Press, 2006) 21.

Girls and young women from all backgrounds are socialized to expect violence in their everyday lives, and, as a result of that socialization, violence has become “normalized” for girls. Thus, traditional notions of “girls at risk” may not be useful when addressing the topic of violence. Instead, given the pervasive and insidious nature of many forms of violence, all girls must be considered to be vulnerable and “at risk” when addressing the topic of violence.³² However, prevention strategies must be designed to specifically account for the different forms of violence against female students and must respond to the different vulnerabilities to violence that can flow from race, class and gender.

3.05.03: Responding to Incidents of Gender-Based Violence in Schools

TDSB Policies for Responding to Gender-Based Violence

The Toronto District School Board has three main policies that address responses to incidents of violence within the school: “Consequences of Inappropriate Student Behaviour”³³; “Dealing With Abuse and Neglect of Students”³⁴; “Police School Board Joint Protocol.”³⁵

The “Consequences of Inappropriate Student Behaviour” policy makes notification of police mandatory in circumstances in which a student has committed a physical assault requiring medical treatment or a sexual assault. Currently, expulsions are also mandatory in such circumstances, although this will change somewhat when the amendments to the *Education Act* brought in by the *Act to Amend the Education Act in respect of Behaviour, Discipline and Safety* take effect in February 2008. With respect to sexual or racial harassment, Principals have the discretion to suspend one to 20 days and the Principal has discretion with respect to whether or not to notify police in such circumstances.

On November 21, 2006, the TDSB signed the Police School Board Joint Protocol, with the Toronto Police Service. Other signatories included the Toronto Catholic District School Board, Conseil scolaire de district Catholique Centre-Sud and the Conseil Scolaire de District du Centre-Sud-Ouest. According to this protocol, all criminal offences with a connection to the school are to be reported to the police and will be investigated by police promptly and thoroughly. Occurrences that require a police response include physical assault causing bodily harm, sexual assault, criminal harassment, gang-related incidents, hate-and/or bias-motivated incidents and threats of serious physical injury.

The most comprehensive policy document setting out the Board’s response to reports of sexual assault is the TDSB policy, “Dealing with Abuse and Neglect of Students”. The

³² Y. Jiwani and H. Berman (2002), “Introduction” in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres), p. 4.

³³ Toronto District School Board (December 10, 2006), Operational Procedure PR 697 SCH: “Consequences of Inappropriate Student Behaviour”.

³⁴ Toronto District School Board (September 12, 2007), Policy P.045 SCH, “Dealing With Abuse and Neglect of Students”.

³⁵ Toronto District School Board (November 21, 2006), “Police-School Board Protocol.”

policy begins with the recognition that the Board has a duty to prevent, detect, intervene in and report abuse or neglect of any students and commits the Board to pursuing an integrated program of prevention education and intervention. The policy sets out what is described as a “zero tolerance” for physical, sexual and emotional abuse and/or neglect of students. Students are to be protected from corporal punishment, physical mistreatment, sexual, emotional or verbal abuse by staff. The TDSB policy also commits the TDSB to ensuring students are protected from violence and harassment, including threats and/or bullying and inappropriate sexual behaviour by other students. Appropriate supports are to be provided to both student victims and student perpetrators.

The policy draws some distinctions in its response to reports of sexual misconduct, depending on whether the alleged perpetrator is over or under the age of 12. In all cases, when a report of sexual assault by a student comes to the attention of a TDSB employee, the employee is required to inform the Principal immediately.

In cases involving an alleged perpetrator over the age of 12, the Principal of the school is instructed to notify the Chief of Social Work and Attendance, who will assist the Principal to determine the appropriate response, which may include: when and how to communicate with police; the appropriate intervention strategy with the alleged perpetrator; support to victims; and notification of the Safe Schools Administrator. The Principal or designate is required to contact the police. Decisions about the manner and timing of contact with the families of the victim and alleged perpetrator are to be made in consultation with the police. If the alleged perpetrator is a sibling of the victim, or has a sibling under the age of 16 at home, is a babysitter, or is any other way in a position of authority over the victim, the Children’s Aid Society (CAS) must be contacted.

Principals are instructed not to investigate the disclosure. The student is not to be questioned by any other school staff, nor should any other students or staff be spoken to until specific directions have been received from the police. According to Grant Bowers, in-house counsel with the TDSB, the motivation for such a rule is that school staff are not trained in issues of criminal and sexual behaviour and an investigation by school staff could potentially interfere with the criminal investigation and the prosecution of any charges that may be laid.

Once the CAS or police commence an investigation, the alleged perpetrator is removed immediately from the school. The Safe School Administrator determines the appropriate placement for the alleged perpetrator and prepares a safety plan in consultation with the Chief of Social Work and Attendance.

The Panel’s analysis of these policies and their implementation suggests that there are a number of systemic weaknesses in the policies: the policies are gender neutral and do not address the specificities of gender-based violence; training and enforcement of the policy are weak; and improvements can be made in providing supports to victims and perpetrators. Most controversially, the policies are inflexible in requiring notification of police and parents in circumstances of sexual assault.

Reporting Gender-Based Violence to the Police

TDSB policy currently requires Principals to notify the Toronto Police Service when there has been an allegation of “sexual misconduct.” Grant Bowers advised the Panel that in practice, victims of sexual misconduct who are over the age of 18 have the right to make the decision concerning whether or not police will be involved. Unfortunately, this principle is not codified in the policy itself, which may lead to inconsistencies in practice.

One of the salient features of how the sexual assault allegation at C.W. Jefferys was handled is that the incident was not reported to police and that an informal internal investigation was conducted. TDSB policy is quite clear that a report to police should have been made immediately and the school itself should not have been involved in any independent investigation.

The failure to notify police or follow the policies resulted in a number of negative consequences. First, it sent a message that allegations of sexual assault against female students would not be taken seriously or treated as criminal behaviour by school staff. Given that many students in the school were apparently aware of and talking about the incident, the message that violence against female students would not result in consequences was communicated broadly within the school community. This lack of action by the school may have contributed to female students reporting in the surveys that they felt unsafe inside the school and feared being sexually assaulted.

Second, the fact that the alleged perpetrators were permitted to remain in the school without punishment meant that these young male students potentially posed a risk to other female students in the school.

Third, the fact that the young female student was later transferred out of the school sent a message that she had done something wrong, rather than the perpetrators. The disruption and isolation caused by the transfer to the new school may have placed the female student in a vulnerable position. Neither the female student nor the alleged perpetrators received timely or proper supports. The mishandling of the sexual assault and lack of support provided to the female student resulted in her being re-victimized by the school system and exposed her to further violence from other students who targeted her based on the rumours of the assault.

This incident demonstrates the necessity of responding swiftly and decisively to incidents of sexual assault in the school, and makes a strong case for police involvement in sexual assault incidents in order to protect students from sexual predators.

On the other hand, a number of individuals or groups the Panel consulted felt strongly about the dangers of a policy that requires automatic reporting to the police. Automatic reporting to police is one of the single greatest barriers to young women coming forward to report incidents of sexual assault. Sexual assault is an offence that is greatly under-reported. It is estimated that as few as 10 percent of sexual assaults are reported to

police.³⁶ A recent survey of young women between the ages of 15 and 17 found that 86 percent of sexual assaults and 73 percent of physical assaults were not reported to the police.³⁷

There are a number of systemic reasons why girls and young women may not wish to report sexual assaults to police. Women who are sexually assaulted often do not report due to humiliation or fear of re-victimization in the legal process.³⁸ For racialized women, that fear is worsened by the experiences of racism.³⁹ There is a high degree of cynicism among girls with respect to their ability to access justice from various agencies within the criminal justice system. Girls reported having their experiences trivialized and dismissed when they approached different “systems.” They also reported experiences of re-victimization by the justice system. Victims may also fear retaliatory violence if they come forward.

Beverly Bain and the woman known as Jane Doe, educators and researchers in the area of sexual assault and members of the City's Steering Committee to Implement the Sexual Assault Audit, which critiqued police practices and policies in sexual assault investigation, told the panel that:

When young women do report, especially if they are immigrants or Muslim or women of colour, and the law intervenes – it seldom works to their advantage.

In Ontario the conviction rate for sexual assault hovers around four percent. Ninety percent of adult women don't report citing fear of the police investigation and the legal process as the primary reason. Our courts have become a “no go” zone for women who are sexually assaulted or abused. Why then would we expect our girls to go there?

For young women of colour it's even more loaded. The impact of a law and order agenda has additional racist consequences for our young women and young men of colour, as well as their families. So most girls are not going to report. And when they do, their entire world falls in around them. If reporting to the police is the sole remedy we can offer, even when we know it does not work or benefit the young people involved then we, the adults, the educators, the legislators are negligent and complicit in the crime. And it is a crime that our young men and boys are committing against our young women and girls at a growing rate – in our high schools and middle schools. Relevant and informed sex education for

³⁶ Federal/Provincial/Territorial Ministers Responsible for the Status of Women, 2002, Assessing Violence Against Women: A Statistical Profile, p.19.

³⁷ Calhoun Research and Development (2005), “Girls in Canada 2005” (Canadian Women’s Foundation), p. 42.

³⁸ Y. Jiwani, et. al. (1999), “Violence Prevention and the Girl Child: Phase One Report” (Alliance of Five Research Centres on Violence”, p. 4.

³⁹ Ontario Women's Directorate, 2002, Sexual Assault: Reporting Issues, <http://www.gov.on.ca/citizenship/owd/english/publications/sexual-assault/reporting.htm>

our youth, and curriculum that addresses the reality of sexism, racism and homophobia for those studying to be teachers are two solutions. Policies developed by experts in the area of sexual assault that address the systemic nature of the problem in all of our institutions are essential to effect change. And we must work with our youth to develop them. But first we must acknowledge that the problem exists, that it is gendered and rooted in systems of power.

The statistics on the low level of self-reporting to police indicate that a policy requiring reporting to police poses a major barrier to young women coming forward when they are sexually assaulted in schools. As a result, they will not receive the supports that they require, nor will the perpetrators be dealt with appropriately.

Clearly this is not a straightforward issue. Some young adults may not have the requisite capacity to make decisions for themselves concerning whether to become involved with the criminal justice system. However, our law and policy currently draws a distinction at the age of sixteen. For example, the *Child and Family Services Act* mandates Children's Aid Societies to investigate allegations of abuse and to protect children who are under the age of sixteen or who are otherwise in the society's care or under its supervision.⁴⁰ If the Children's Aid Society wishes to provide services to a person sixteen years or over, they must have that person's consent. No temporary care agreement can be entered into for children sixteen or over.

Similarly, the *Health Care Consent Act, 1996* draws a distinction at sixteen, with those sixteen or over having the right to make decisions about their own medical treatment.⁴¹ For example, under the Act, a sixteen year old has the right to decide whether to have an abortion without having to notify or consult with her parents or guardians.

The *Criminal Code* draws a line at an even younger age. The *Code* defines the circumstances in which a child may legally consent to sexual activity. For most purposes, a fourteen year-old is deemed to be capable of consenting to sexual activity, though for other circumstances a child of twelve is deemed to be capable of consent.⁴²

The main priority must be to provide necessary services for victims of sexual assault and to protect other female students from perpetrators in the school. Insofar as a policy requires reporting to police, many young women will simply not come forward. Accordingly, a policy that automatically involves police may very well undermine the safety of female students rather than support it. Further research is warranted into this issue. In the interim, the Panel recommends that a distinction be made at the age of 16. In all cases, appropriate supports – whether internal to the TDSB or drawn from external

⁴⁰ *Child and Family Services Act*, R.S.O. 1990, c. C.11, s.s. 3, 27, 29(2)

⁴¹ *Health Care Consent Act, 1996* S.O. 1996, c. 2, Schedule A, s.s. 1, 21, 26, 35, 36, 42, 52, 53, 59, 67, 68.

⁴² *Criminal Code of Canada*, R.S.C. 1985, c. C-46, s. 150.

agencies and community leaders where necessary – must be provided to complainants in order to assist them in making decisions about reporting.⁴³

Reporting Gender-Based Violence to Families

Currently, for students under the age of 18, the Toronto District School Board makes decisions about notifying parents of incidents of sexual assault in cooperation with police officers. Notification of parents is not automatic and victims are involved in the decision-making process. According to Grant Bowers, in-house counsel to the TDSB, there is a general practice that when there is an incident in the school, parents of both the victims and offenders will be told. Bowers stated that sexual offences are always the exception to that general rule, although it should be noted that the exception is not apparent on the face of the “Abuse and Neglect of Students” policy.

Students over the age of 18 have the autonomy to make their own decisions about whether their parents or guardians will be told. Again, this distinction is not noted in the policy. Grant Bowers reported that the majority of victims are reluctant to divulge the incident to their family.

Like reporting to police, there are arguments both opposed to and in favour of reporting to parents. Most parents will want to know when something of such a serious nature has happened to their child, so that they can take appropriate action to protect and support their child. This view was strongly articulated by the South Asian and Arab community groups with whom the Panel consulted. They stressed that parents should be informed, but that families should be provided with the supports they need to cope with and respond to the crisis. School settlement workers also emphasized the importance of having appropriate supports in place for families.

School settlement workers, as well as representatives from South Asian and Arab community groups were concerned that school administrators were basing their decisions about informing parents on unfounded and potentially racist cultural stereotypes. For example, in the incident at C.W. Jefferys, one administrator appears to have been motivated to not involve parents because he or she believed that families from the young woman’s cultural background would blame their daughter and respond in a violent manner.

Families from any socio-economic or cultural background could respond poorly to disclosures that their child has been victimized and consequently it is an issue that school administrators must be attuned to in any situation. Decisions must be made based on the circumstances of a particular case, with the victim herself explaining the reasons why she fears telling her parents. Having appropriate supports in place for victims and families can greatly assist in ensuring that young women are not re-victimized by their families. Racial and cultural stereotypes have no place in the decision-making process about whether parents are informed.

⁴³ The text of the Panel’s full recommendation concerning reporting to police can be found below, under the heading “gender-neutral policies”.

Automatic disclosure to parents, like automatic disclosure to police, could have the effect of discouraging young people from coming forward. In many ways, reporting to parents is not analogous to reporting to police, so arguments in favour of reporting to police do not always apply to parents. For example, while reporting to police may well assist in protecting other students in the school, parents do not play a similar role.

In fact, informing parents may in some cases increase risks for young women. It is clearly erroneous to assume that parents are always positive and supportive of their children. The concern that parental involvement may, in fact, be harmful rather than helpful is presumably one of the motivations behind a section of the *Child and Family Services Act* that allows Children's Aid Societies to provide counselling to children twelve or over without parental consent.⁴⁴

Furthermore, some young women may not want to disclose an incident of sexual assault to their parents because they are struggling with their feelings of guilt or shame or they want to avoid becoming a burden to their families or add to their hardships.

Young people may well be in the best position to know whether telling their parents about an assault will assist them or not. Thus, it is important for school administrators and teachers, with the assistance of the Chief Social Worker, to discuss with a student the reasons they may have for not wanting to disclose to their parents. A community worker with an agency that serves individuals who have been victimized by sexual assault told the Panel that:

It is important then for the training that teachers get, being able to tease out those little pieces that kind of be difficult....They have to be able to say "why you don't want me to tell your parents?" And it might be something like, they did feel ashamed at the moment and they need time to process it. So the school has to give them the time to process it, come back and revisit it again. "Okay let's talk about it again." Or it might be something really serious where they are going to lose their homes, and they are going to lose everything...and they can't imagine what life would be like if they would tell their parents. The school has to be able to give the youth the time. There is this idea that everything has to be done the day of. It cannot be like that.

An expert and advocate on violence against women and children recommended that the best solution is to give the young woman the opportunity to express what her needs are:

It strikes me that the school needs to decide who their primary service is to. All the concern is "tell the parents". It should be for children and youth. Concerns about telling parents will play a huge role and create a complication. But I think at the end of the day they need to be able to say that "our duty is towards youth, and hearing what they have to say, and

⁴⁴ *Child and Family Services Act*, R.S.O. 1990, c. C. 11, s. 28.

letting them take the lead.” If the parents’ needs come second, then they come second.

For one thing, we have to understand that young people, they know how to manoeuvre and negotiate issues. They are smart. They are bright and they have all the cultural dynamic. They know if they call, if they tell certain people, that their culture will be blamed or the group may be blamed. They have all that stuff down. They understand it. And that this is why it so important to take their lead. They can assess the situation themselves and come to their own conclusion ...and make their own decision.

If young women and families are provided with appropriate social work and counselling supports, disclosure to parents/guardians may well reap many benefits. Young women may feel more comfortable coming forward and choosing to make disclosure of sexual assault to their families if they know that the supports they need will be made available to them.

In a recent report on violence against girls in Canada, Jiwani, Janovifek and Cameron recommended that reporting policies retain some discretion to waive reporting in circumstances in which young women are particularly vulnerable to retaliation:

Fear of disclosure to parents and other caregivers remains a serious concern impeding these girls from accessing relevant and needed services. Guarantees of confidentiality and autonomy are therefore necessary to facilitate such access. Similarly, mandatory reporting guidelines need to be either waived or reconsidered in situations where girls and young women are extremely vulnerable to retaliation and to the potential loss of their group membership in cultural community resulting from disclosure and the attendant loss of reputation.⁴⁵

The Panel recognizes that the issue of reporting to parents is an extremely emotional and controversial one. Most parents want to know when their child has been harmed at school. However, this very understandable impulse must be balanced with the need to ensure that needs of the young women who experience violence are met. As indicated above, fear over a lack of confidentiality when reports of sexual assault are made is one of the main barriers to young women coming forward. If girls or young women know that their parents will be involved automatically, they may well not come forward at all. Parents will not know about the incident, the girl will not get the supports she needs and no interventions will be directed to the perpetrator. All members of the school community lose in such a scenario.

The Panel recommends, as a first step, that the TDSB set out a clearly articulated policy concerning reporting to parents and/or guardians. In balancing the competing interests,

⁴⁵ Y. Jiwani, N. Janovifek, and A. Cameron, “Erased Realities: The Violence of Racism in the Lives of Immigrant and Refugee Girls of Colour” in *In the Best Interests of the Girl Child: Phase II Report*, 45-92 at p. 74.

the Panel sees merit in drawing a distinction, as with police involvement, at the age of sixteen. For those under the age of sixteen, decisions about involvement of parents should be made by the Principal and Chief Social Worker, after consulting and supporting the student. Students who have reached the age of sixteen should be able to make their own decisions, as they can with respect to medical treatment, about whether their families will be informed. In all cases, appropriate support services must be involved – including for families if they are notified. Appropriate support services should be identified by the Chief Social Worker and may include external supports such as interpreters, community advocates, agencies and experts.⁴⁶

The Danger of Gender-Neutral Policies

Current TDSB policies concerning responses to violence are gender neutral. The “Consequences of Inappropriate Student Behaviour” policy is an excellent example of this trend.⁴⁷ The policy begins with a definition of the terms and “student behaviours” that are used in the policy. Although this is the policy that sets out the consequences of behaviours such as sexual assault, sexual harassment and racial harassment, these three terms are not amongst the terms defined. The “student behaviours” that are defined in this section do not make any reference to gender or how different forms of violence intersect.

For example, “Bullying or Intimidation” is defined as:

A combination of power and aggression. It occurs when a student maliciously and repeatedly oppresses, harasses or intimidates another student verbally, physically or psychologically.

“Harassment” generally is defined, but with no reference to the particular racial or gendered expressions that characterize sexual or racial harassment. “Hate material” is defined to include literature that incites violence or hatred solely on “race, religion, nationality or sexual orientation.” Incitement of hatred based on gender is not included in the definition. While the policy defines physical assault, it does not define sexual assault.

The “Abuse and Neglect of Students” policy, which is the main policy for responding to sexual assaults in Toronto schools, uses the term “sexual misconduct” as opposed to “sexual assault”, thus minimizing the violent impact of the conduct on the victim. Again, this policy does not address the particular gendered dimensions of this type of violence. Moreover, its title is confusing. It is not obvious until the policy is read in detail that the policy applies to incidents of sexual violence between students.

Gender-neutral policies that do not address the specificities of gender-based violence such as sexual harassment and sexual assault are insufficient. Gender-neutral descriptions obscure the root causes of violence and leave the underlying gender-related dynamics

⁴⁶ The text of the Panel’s full recommendation concerning reporting to parents and guardians can be found below, under the heading “gender-neutral policies”.

⁴⁷ Toronto District School Board (December 10, 2006), Operational Procedure PR 697 SCH: “Consequences of Inappropriate Student Behaviour”.

unnamed and invisible. Instead, structured and systemic social problems appear as random, unpatterned and individualized.⁴⁸ An equity approach to combating violence requires that the discriminatory and systemic underpinnings of violence are named and recognized.

Recommendation 2: The Toronto District School Board should develop a “Sexual Assault and Gender-Based Violence” policy. Interventions and approaches should be developed to respond to sexual assault and other forms of gender-based violence, with a view to ensuring that the equality rights of girls and young women to a safe learning environment are protected. The policy should be developed in consultation with the community and organizations that work to combat gender-based violence. The policy should detail definitions, penalties, reporting procedures, resources and an annual review of how the policy is being applied in practice. All Toronto District School Board employees who work with students should have regular training on the policy and the Board should ensure that sufficient resources are allocated to implement the policy.

In order to encourage victims of sexual assault to come forward and to protect the school community, the “Sexual Assault and Gender-Based Violence” Policy should state that, with respect to students who are age 16 or over:

- a. The decision concerning whether to report the sexual assault to the police should be made by the student.*
- b. The decision concerning whether to notify the student’s parent/guardian of the sexual assault shall be made by the student.*
- c. The Chief Social Worker shall mobilize appropriate supports for the student as soon as the incident is brought to the attention of school authorities. Supports may be both TDSB supports and/or community support, and should be provided to assist the student to make their decision concerning reporting sexual assaults to the police and/or parent/guardian. The appropriate supports should be present when the student is interviewed by police and throughout the investigative/judicial process.*
- d. Where the student chooses to inform their parent/guardian, the Chief Social Worker should ensure that family counselling services are made available to the victim and his or her family during and after the disclosure.*

⁴⁸ Y. Jiwani and H. Berman (2002), “Introduction” in *In the Best Interests of the Girl Child: Phase II Report* (Alliance of Five Research Centres on Violence) at p. 2.

Where the victim of a sexual assault is under the age of 16:

- a. The Principal and/or designate, in consultation with the Chief Social Worker (or other supports) shall report the sexual assault to police.*
- b. The Principal and/or designate and Chief Social Worker, in consultation with the student and appropriate supports, shall decide whether the parent/guardian should be notified of the sexual assault. There should be a presumption that the parent/guardian will be notified, except in exceptional circumstances.*
- c. The Chief Social Worker shall mobilize appropriate supports for the student as soon as the incident is brought to the attention of school authorities. Supports may be both TDSB supports and/or community supports, and should be available if the student is interviewed by police and throughout the investigative/judicial process.*
- d. Where the student chooses to inform their parent/guardian, the Chief Social Worker should ensure that family counselling services are made available to the victim and his or her family during and after the disclosure.*

Regardless of whether the sexual assault is reported to police, the Toronto District School Board, through the department responsible for school safety, should ensure that appropriate disciplinary action is taken and that procedures are in place to ensure the safety of the school community with respect to the alleged perpetrator.

Providing Necessary Supports to Help Victims and Perpetrators

One of the most important responses to sexual assault and other gender-based violence in schools is ensuring that the victims receives the support that they require, be that medical attention, counselling or otherwise. It is appropriate that current TDSB policy makes the involvement of the Chief Social Worker mandatory in cases of sexual misconduct in the school and calls for supports to be put in place for both the victim and the perpetrator.

In practice, the provision of such services has been inadequate to the needs of both the victim and perpetrator. Attempts to improve such services by the Safe Schools Department, as well as the Safe and Caring Schools Work Group have been unsuccessful.

Donna Quan, the head of the Safe Schools Department, told the Panel that when she assumed her portfolio during the 2005/2006 school year, Safe School administrators and others in the system immediately flagged for her that there had been an increase in the number of students engaged in inappropriate sexual conduct, including sexual harassment and sexual assault. The greatest increase was occurring amongst students in the middle grades.

Quan raised the concern with the Executive Counsel, the Associate Director and the Director of the TDSB and advocated for a new program to address the issue. Quan began to develop a proposal in which Hincks-Dellcrest, an outside community agency, would provide a non-academic program for students who engaged in inappropriate sexual conduct.⁴⁹ It was proposed that Hincks-Dellcrest would also educate families on appropriate sexual behaviour, provide services designed to prevent sexual misconduct by working with boys who had been identified as possible perpetrators and provide services to victims.

At the same time as the Hincks-Dellcrest proposal was in development, the Safe and Compassionate Schools Work Group, chaired by Trustee Mari Rutka, was bringing forward a recommendation that the TDSB establish two junior-intermediate programs for students who displayed repeated sexual misconduct in order to support their re-integration:

Establishment of two junior-intermediate programs, one in the east and one in the west of Toronto, for students who have displayed repeated sexual misconduct in order to support the re-integration and re-engagement of these young people into society.⁵⁰

In a June 2006 presentation to the Board, the Safe Schools Department informed the Board that, according to the “Weekly Serious Incident Reports”, there had been 26 reports of sexual assault in TDSB schools between February and June 2006.⁵¹ Quan described these statistics as “alarming.” The presentation called for immediate intervention to address the concerns. The presentation supported the recommendation for two junior-intermediate programs that were being proposed by the Safe and Compassionate Schools Work Group.

The Board declined to accept the recommendation from the Safe Schools Department and the Safe and Compassionate Schools Work Group. The Board has not taken action to respond to the alarming statistics concerning sexual assaults in schools that were brought to their attention in June 2006. The Panel recommends that the Board re-visit this decision, but given the high numbers of sexual assaults revealed by the Panel’s research, the proposal should be expanded to include the implementation of programs in high schools.

Recommendation 3: The Toronto District School Board should establish programs at both the high school and junior-intermediate level for students who have engaged in repeated acts of gender-based violence, in order to support the re-integration and re-engagement of these young people into society and prevent future incidents.

⁴⁹ The Hincks-Dellcrest Centre is a Toronto-based agency that provides mental health care for children. The Treatment Centre is partially affiliated with the University of Toronto and is accredited by the Council on Accreditation for Children and Family Services.

⁵⁰ Safe and Compassionate Schools Task Force Implementation Work Group (May 24, 2006), “Recommendations”, recommendation 12.

⁵¹ TDSB (June 2006), “Safe Schools at the TDSB: Presentation to the Board.”

According to Quan, at the present time, counselling for perpetrators has not been institutionalized in the TDSB. It is offered on a case-by-case basis and takes the form of counselling with a TDSB social worker. Parental consent is required prior to such counselling taking place. There is concern that the TDSB does not have the resources or the expertise to offer the kinds of counselling that boys who engage in sexual misconduct require.

There are many community-based agencies in Toronto that provide violence prevention education, crisis intervention and counselling support. The staff of these agencies are experts on issues of violence against women and girls. They have the knowledge, skills and experience on these issues and are in a good position to strengthen prevention and intervention supports in schools. The TDSB could greatly increase the consistency, quality and availability of support services for girls and boys by partnering with community agencies.

Recommendation 4: The Toronto District School Board should partner with community agencies providing services for women and girls experiencing violence, in order to enhance supports available for students and teachers to both prevent and respond to gender-based violence in schools.

Training and Accountability

Even the best policy for responding to gender-based violence will be of no use unless the policy is known, understood and followed by members of the school community. The incident at C.W. Jefferys raised serious concerns that, at least in that case, the policy was not followed. The incident was not reported to police as required by the policy. School staff conducted an informal investigation into the incident, which is expressly prohibited by the “Abuse and Neglect of Students” policy. The Safe Schools Department was not informed of the incident, nor was the Chief Social Worker. As a result, the victim was not offered any counselling or other supports.

A review of the “Weekly Incident Reports” suggests that, unfortunately, this non-compliance with the policy is not an isolated incident.⁵² Superintendent Quan told the panel that the Safe Schools Department is not always informed of incidents of sexual assault and that sometimes schools and superintendents choose to deal with incidents themselves.

According to Grant Bowers, in-house counsel with the TDSB, the “Abuse and Neglect of Students” policy was developed after the amalgamation of the City of Toronto. Following its implementation, all principals, vice-principals, senior managers and student support workers were trained on the policy. The training of these individuals was completed six

⁵² See Appendix D: Table of Violent Incidents.

years ago. There has been no training program on the policy since that time, although principals are directed to review the procedure with their staff every fall.

One difficulty, according to Bowers, is that there has been enormous staff turnover since the training was done six years ago. As a result, there are a substantial number of principals who have not been trained on the policy. There is some training on the policy included in the orientation for new principals that takes place each August, but it is part of a two-day training that covers many TDSB policies. Thus, there are improvements that can be made in the training and awareness of TDSB policies for responding to gender-based violence.

Beyond administrators, the policy must be broadcast, known and understood by all members of the school community, including students.

Recommendation 5: Toronto District School Board policies and resources relating to sexual assault and gender-based violence should be posted in schools and should form part of the orientation process for all teachers and students at the commencement of each year.

Cyber-Violence Policies

As discussed earlier, gender-based cyber-violence is on the rise. Cyber-harassers exploit the anonymity and relative ease of various electronic communication formats and the large audiences to which they can appeal. Several recently reported cases of teens committing suicide after being attacked by cyber-harassers underscore that cyber-violence is a real assault against the physical, psychological or emotional well-being of an individual or group.⁵³ In the case of Shaquille Wisdom, a Grade 9 Ajax, Ontario student who committed suicide after being harassed online, the homophobic cyber-attacks quickly escalated to physical and verbal assaults against him at school. Not only is cyber-violence devastating for an individual but it can also create a climate of fear in the school that is detrimental to all students.⁵⁴ As such, cyber-violence between students should be given the same consideration as violence that occurs on school property.

The TDSB has a “Code of On-Line Conduct” for its staff and students. This policy suffers from the same weaknesses as the other TDSB policies described above in that it is gender-neutral. The policy is mainly reactive and will do little to prevent cyber-violence because it does not facilitate an understanding of this form of violence among students or staff. Furthermore, the policy only extends to those using online systems and resources provided by or on behalf of the TDSB. The Online Code is silent on cyber-attacks

⁵³ T. Godfrey, “Zapping Cyber-Bullies; OPP try to halt student ‘cruelty rings’” *The Toronto Sun* (20 November 2007). T. Godfrey, “Teen bullied to Death; ‘Gay’ taunts drove him to suicide” *The Toronto Sun* (22 November 2007). The article on the suicide of Shaquille Wisdom reports that the Principal of the high school heard rumours from students about Wisdom but the Principal stated that Wisdom did not show signs of being a victim.

⁵⁴ S. Shariff and R. Gouin, “Cyber-Dilemmas: Gendered hierarchies, free expression and cyber-safety in schools”(2005) Department of Integrated Studies in Education, McGill University, online: www.oii.ox.ac.uk/microsites/cybersafety/extensions/pdfs/papers/shaheen_shariff.pdf at 3.

launched by students against other students off TDSB property and schools have been very reluctant to act in such circumstances. In contrast, school administrators have acted swiftly when teachers or school administrators were the targets of what they perceived to be cyber-bullying on Facebook.⁵⁵

The TDSB must address emerging challenges arising from evolving technologies and help guide students to be respectful individuals. Schools rely on technology to deliver curriculum and assignments and therefore they should have regard to how students make use of it.⁵⁶ School boards ought to examine their legal responsibilities in regards to cyber-violence and consult with experts and stakeholders to redevelop their online policy to incorporate an anti-oppression gender-based perspective that defines socially acceptable cyber-behaviour and relationships for their students.⁵⁷ For example, NetSafe, a New Zealand internet safety group, produced the NetSafe Kit for Schools, which has three components for implementing cyber-safety in school. They are as follows: an infrastructure of policies, procedures and use agreements; an effective electronic security system; and a comprehensive cyber-safety education program.⁵⁸

The online code of conduct or policy should clearly outline the standards and codes of conduct for different forms of technology. The Code needs to be expanded from focusing on online personal safety to address inter-student cyber-violence. The policy should be accompanied with a backgrounder that explains the resulting harm to the victim of inappropriate conduct and outline the potential consequences for violating the policy. The policy should address online violence that occurs between students outside of school. Procedures for handling cases of varying degrees of cyber-violence should be outlined. TDSB's online code of conduct declaration that is signed by students and parents should list the types of behaviours that the student is agreeing to uphold.⁵⁹ Policies should be accompanied by media awareness and cyber-violence prevention programming that commences at an early age.

Recommendation 6: The Toronto District School Board should revise and broaden its "Online Code of Conduct" and student/parent declaration to address acts of cyber-violence and the consequences for students who engage in such conduct, on or off school property. Cyber-violence should also be included as a topic in violence prevention programming.

⁵⁵ "4 charged after school protest over Facebook suspensions" *CBC News* (23 March 2007) online: CBCNews, <http://www.cbc.ca/technology/story/2007/03/23/protest-birchmount.html>.

⁵⁶ S. Shariff and R. Gouin, "Cyber-Dilemmas: Gendered hierarchies, free expression and cyber-safety in schools"(2005) Department of Integrated Studies in Education, McGill University, online: <www.oii.ox.ac.uk/microsites/cybersafety/extensions/pdfs/papers/shaheen_shariff.pdf> at 10

⁵⁷ NetSafe, "2007 NetSafe Kit for Schools" online: NetSafe <http://www.cybersafety.org.nz/kit/index.html>. NetSafe provides a good framework to implementing cyber-safety policies.

⁵⁸ NetSafe, "The NetSafe Programme for Schools: major components" online: NetSafe http://www.netsafe.org.nz/schools/the_netsafe_programme_for_schools.aspx.

⁵⁹ NetSafe's example of a student use agreement, online: NetSafe http://www.cybersafety.org.nz/kit/Use%20Agreements/agreements/secondary_bg.html.

3.05.04: Preventing Gendered-Based Violence in Schools

In many ways, the dichotomy between prevention and intervention is a false one. A responsible and effective response to incidents of gender-based violence will also prevent such violence in the future. As one expert and advocate on violence against women and children commented to the Panel, true prevention begins not only with everyone in the school community having a clear understanding of what the expectations are for behaviours and attitudes around sexual violence, but also of what steps will be taken when incidents occur. An effective response sends a message that acts of gender-based violence will not be tolerated.

Nonetheless, a key priority must be to have a pro-active plan to prevent violence against girls and young women.

Current Access to Violence Prevention Programs

There are a multitude of violence prevention programs geared towards students in all grades. The Ontario Ministry of Education “Registry of Bullying Prevention Programs” lists 75 different programs. While it is promising that the education system clearly sees prevention as important, a general survey of these programs reveals that there is a lack of comprehensive, gender-specific violence prevention programs available to students in Ontario. For example, of the 75 anti-bullying programs, only four are focused on girls or specifically include girls in their program. Only five programs address issues of racism. There is evidence that this lack of gender analysis is an issue for anti-bullying programming across Canada.⁶⁰

The TDSB has several violence prevention programs. The Core 5 Curriculum is administered to students from kindergarten to grade eight and covers topics including personal safety, internet safety, bullying, substance abuse and youth violence and gangs. “BOOST Child Abuse Prevention and Intervention” conducts a voluntary “Relationship Skills for Violence Prevention” program for girls between the ages of 12 and 17. TDSB junior high and secondary schools participate in the Empowered Students Partnerships (ESP) training and events. ESP is run as a partnership among the TDSB, the Toronto Police Service, Canadian Safe Schools Network, ProAction and City of Toronto, among others. Each school has a staff-supervised, student-led committee that surveys students and plans safe school initiatives for their school. Representatives from different school committees meet periodically to share ideas and concerns. The ESP resource kit contains information, surveys, activities and articles on several topics including sexual orientation, sexism, racism, dating, bullying and equity.

⁶⁰ Y. Jiwani et al., *Violence Prevention and the Girl Child, Phase One Report* (Alliance of Five Research Centres on Violence, December 1999), online: The FREDa Centre for Research on Violence against Women and Children <<http://www.harbour.sfu.ca/freda/reports/gc.htm>>.

Overall, most TDSB prevention programs are gender-neutral and focus on issues of self-esteem, conflict resolution and empathy. Those few prevention programs that examine gender-based violence tend to focus on improving communication skills and conflict resolution between boys and girls. This approach is problematic because it fails to understand that gender-based violence does not arise from a lack of communication or conflict resolution skills. Rather, gender-based violence is an abuse of power and control.⁶¹ Programs that fail to address the root causes of violence cannot effectively prevent violence.

Another shortcoming of current school-based prevention programs is the failure to acknowledge that students are not commencing from a level playing field. As discussed above, violence is expressed and experienced differently based on the interplay among factors such as race, gender and class. Programs that ignore these differences and fail to address the realities faced by students, will not succeed. Furthermore, insofar as violence prevention programs fail to acknowledge the roles that racism and sexism play in violence, they also ignore how adults within the school contribute to this dynamic. Instead youth are blamed for all of their problems.

Two academics that have conducted research into the prevention of gender-based violence, separately observed to the Panel that violence prevention programs and research are commonly influenced by funders' imperatives. They both stated that funding is allocated to programs that reflect the funder's priorities or values, which can sometimes prefer a gender-neutral approach over a gendered analysis of the root causes of violence against young women and girls. Funding is usually allocated to broad-based, gender-neutral, anti-bullying programs that favour short-sighted cursory resolutions. This may explain why there are so many programs focused on bullying as compared to sexism and racism.

The failure to recognize that bullying can often have a gendered dimension, such as sexual harassment, has meant the gender-specific programs that exist are under-funded, overly dependent on volunteers and are held on a sporadic basis with minimal follow-up. Current prevention programs are also undermined by the fact that the majority are reactive rather than proactive and were implemented in isolation from other anti-violence programs and educational initiatives.⁶²

To summarize, anti-bullying programs tend to focus on a universalized, dominant view of youth and do not account for the many ways girls from different backgrounds experience violence. The role of racism and sexism in violence is missing from programs that simply

⁶¹ D. Gamache and S. Snapp, "Teach your children well: Elementary schools and violence prevention" in Peled, Einat et al. eds. *Ending the Cycle of Violence: Community Responses to the Children of Battered Women* (Newbury Park: Sage Publications, 1995). In Y. Jiwani et al., *Violence Prevention and the Girl Child, Phase One Report* (Alliance of Five Research Centres on Violence, December 1999), online: The FREDa Centre for Research on Violence against Women and Children <http://www.harbour.sfu.ca/freda/reports/gc.htm>.

⁶² Y. Jiwani et al., *Violence Prevention and the Girl Child, Phase One Report* (Alliance of Five Research Centres on Violence, December 1999), online: The FREDa Centre for Research on Violence against Women and Children <<http://www.harbour.sfu.ca/freda/reports/gc.htm>>.

use the generic term “bullying.” Violence and bullying-prevention programs that fail to approach the problem from an anti-oppression, gendered perspective gloss over the fundamental basis of school-based violence and bullying.

Elements of an Anti-Oppression Violence Prevention Education Program

A comprehensive violence prevention response requires co-operation amongst all stakeholders in the school community including students, teachers, administration, support staff, the school board, parents and members of the community and experts in violence prevention. Sustainable programs also require adequate funding and resources.

The major drawback to the anti-violence programming currently in place in the TDSB is that prevention initiatives have not been approached holistically and have not been sensitive to the relationship between safety and equity. Violence prevention education programs should not be treated separately from each other and from other interventions designed to improve the safety of students. Rather violence prevention is best approached as a holistic exercise that incorporates anti-violence education, changes to the physical plant of schools and the creation of safe spaces for vulnerable students.

In this section, we examine some of the characteristics of a comprehensive, violence prevention program that can effectively address the particular risks that female students face in schools.

i. *Venue*

The basic premise of violence prevention is that because violence is learned, individuals can also learn how to choose non-violent behaviours.⁶³ There are a number of reasons why the school setting is the preferential venue in which youth can gain awareness about gender-based violence and acquire skills to counter it. Students spend most of their day at school for the purpose of learning and developing skills, as well as socializing with their peers.

Furthermore, statistics show that sexual violence is occurring frequently at school among students. Instituting anti-oppression violence prevention programs in schools is an important step towards creating a safer school environment. As schools are a gathering place for children of all ages, schools are an ideal location for both early intervention and continuous education about violence.⁶⁴

ii. *Prevention Programs*

Many gender-based violence prevention programs involve staff from organizations dedicated to preventing violence against women and girls. The advantage of these

⁶³ RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming, <http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>.

⁶⁴ RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming, <http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>.

programs is that experts in the subject are responsible for preparing the materials from an anti-oppression feminist perspective and are comfortable discussing sensitive topics with students. However, agencies providing such services face significant limitations due to under-funding and limited resources. Moreover, these program providers are reliant on receiving an invitation from a teacher or principal who is aware of the program and there are usually limited opportunities for continued engagement.

Teacher-directed programs have advantages because violence prevention material can be integrated into the relevant curriculum and discussed on an ongoing basis. However, teachers may not feel comfortable or be adequately trained to teach the materials or may interject their own personal biases into the program. Therefore, a complementary involvement of both external and internal programs is likely the preferred design for a prevention program.⁶⁵

iii. Linking Forms of Violence

Many violence prevention programs address one type of violence in isolation of other forms. As such, most programs omit discussions of the interconnection of the different forms of violence such as racism, sexism and classism. It is important to emphasize that the fundamental cause of all forms of violence is the exercise of power, intimidation and control by one person over another that results in emotional harm, fear or physical injury.⁶⁶ Adopting a comprehensive definition of violence allows for an expansion of what is included in the prevention programs. A common framework would help students to better understand the roots of violence and apply this understanding to different forms of violence.⁶⁷

iv. Taking Gender Into Account

Programs should describe, to both students and teachers, the gender differences in victim-offender rates and consequences of violence, without ignoring the fact that young men are also victims of abuse. Programs should also avoid stereotyping males as perpetrators and women as victims. Programs should focus on the root causes of violence including the impact of gender socialization that for example, views women as primary caregivers, that they are subservient or inferior to men and that women and children are the property of a husband or father. Such beliefs are harmful and contribute to gender-based violence

⁶⁵ RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

⁶⁶ RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>; The Safe School Review Advisory Committee, Report of the Safe Schools – System Violence Prevention Review Committee (2003) online: Centre for Research on Violence Against Women and Girls <<http://www.tvdsb.on.ca/safeschools/pdfs/2003report.pdf>>.

⁶⁷ W.E.Thurston, L. Meadows, L.M. Tutty, and C. Bradshaw, *A violence reduction health promotion model. Report to Prairie Partners Community Foundation* (1999). In RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

by reinforcing power dynamics.⁶⁸ By bringing gender socialization to the attention of students and teachers, program participants will better understand the detrimental behavioural consequences that arise from these beliefs and how they contribute to violence.

Boys and girls respond differently to prevention programs, in part because boys and girls have different levels of knowledge, understanding and attitudes regarding violence.⁶⁹ Violence prevention programs need to be designed to account for these differences and should use approaches that are age and gender appropriate.⁷⁰ There must be a more concerted effort to engage boys and young men in preventing violence against girls and young women. Research and consultations conducted by the Panel suggests that there is merit to using gender-segregated discussion groups as a component of anti-violence prevention programming.⁷¹

v. Building Skills

All students must be equipped with the skills and knowledge to avoid violent situations and be aware of resources that are available when violence occurs. Prevention programs should strive to instil practical skills to both prevent and respond to acts of violence. Many programs aim to provide participants with the following skills: good communication; non-violent conflict resolution choices; the ability to understand the roots and consequences of violence for victims and perpetrators; how to advocate and intervene to prevent violence; non-violent problem solving; healthy relationships built on respect for self and others; and help-seeking skills and resources.⁷² Prevention initiatives should allow students to practise these skills.

Teaching students how they can help their friends who have been victimized by violence should be a priority.

⁶⁸ RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

⁶⁹ in RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>

⁷⁰ S. Artz, T. Riecken, B. MacIntyre, E. Lam and M. Maczewski, "Theorizing gender differences in receptivity to violence prevention programming in schools" (2000) 22 *The B.C. Counsellor* at 1, 2-30. In RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

⁷¹ S. Artz, T. Riecken, B. MacIntyre, E. Lam and M. Maczewski, "Theorizing gender differences in receptivity to violence prevention programming in schools" (2000) 22 *The B.C. Counsellor* at 1, 2-30; CRI-VIFF (Centre de Recherche Interdisciplinaire sur la Violence Familiale et la Violence Faite aux Femmes), "Quebec report" in the Alliance of Five Research Centres on Violence (Eds.), *Violence prevention and the girl child: final report* (London, ON: Alliance of Five Research Centres on Violence, 1999) at 26-50. A.L. Cummings and A.W. Leschied "Understanding verbal and physical aggression by adolescent women." *Research Bulletin: News from the Advisory Board of the Centre for Research on Violence Against Women and Children* (January 2001) at 1, 1, 1-2. In RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

⁷² RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

vi. Continuing Education

For programs to be most effective, they need to be developmentally appropriate, commence early and be repeated throughout child development stages. The TDSB should ensure that a series of prevention programs are offered to all schools, to all grades, and in a manner that is linked to the curriculum. Programs should be creative and interactive to engage young people to actively participate in the discussions. Students should be encouraged to take a leadership role and help develop activities or lead discussions among their fellow students.

vii. Teachers and School Staff Training

Teachers, administrators and other staff who come into contact with students should undergo comprehensive anti-oppression gender-based violence prevention training. This should start with mandatory courses in pre-service teachers training education and then must be repeated through a program of continuing education and professional development. School staff should also be given the necessary resources to provide supports for victims and offenders. Staff training should also include the understanding of the unique needs of newcomer and other marginalized students.⁷³

Recommendation 7: The TDSB should provide teachers, administrators, superintendents and support staff with staff development in the following area: gender-based education concerning causes of gender-based violence, prevention strategies and TDSB policies for responding to gender-based violence. The training should be mandatory for all TDSB teachers, administrators, superintendents and support staff.

Recommendation 8: The Ontario Ministry of Training, Colleges and Universities should review current teacher education programs to evaluate its effectiveness in preparing teachers to respond to issues of sexual violence in the classroom and in the school environment. Where necessary, existing training courses should be updated. Training concerning gender-based violence in schools should be made mandatory for all pre-service teachers.

viii. School-Community Connections

Community resources such as advocacy groups, researchers, shelters, sexual assault centres and youth groups should be engaged in prevention education and training at the school. Many effective prevention programs are designed by community organizations that are experts in issues related to gender-based violence. Community organizations can also provide support services for students who are in need of assistance. Schools should

⁷³ RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

be provided with a list of local community organizations with expertise in violence prevention and intervention. A TDSB “Violence Prevention Coordinator” could be an effective liaison between the school and community organizations and assist schools to identify appropriate community-based programs.⁷⁴

ix. *Family Involvement*

Families should be engaged in violence prevention activities. Enhancing parents’ knowledge of gender-based violence and available community resources will reinforce the concepts and skills that girls and boys learn at school. Parental outreach should encourage parents to teach these concepts at home by helping them to develop the communication skills to discuss gender-based violence with their children.⁷⁵ Outreach directed at parents should recognize the barriers parents face to participating in their child’s education including language and cultural barriers for newcomer parents, as well as work schedules.

x. *Peer Education*

Many individuals and groups who consulted with the Panel recommended peer education as an effective way to implement violence prevention programming in schools. The Panel was particularly impressed by “Respect in Action” (ReAct), a peer-mediated, anti-oppression, violence-prevention program run by the Metropolitan Action Committee on Violence Against Women and Children (METRAC).⁷⁶ ReAct is a youth facilitated program that educates youth on violence against women and girls. The program is implemented by youth facilitators from diverse backgrounds, who are trained by ReAct to provide peer-to-peer anti-violence workshops in schools. The workshops aim to raise awareness, foster discussions, provide information about available community resources, and to challenge commonly held notions of gender and violence.

The workshops tackle different forms of violence, including domestic abuse, dating violence, sexual assault, racism, emotional abuse, marginalization, female bullying and harassment. The workshops include interactive activities such as art, drama, media clips and games that foster student engagement in the discussion and validate their personal experiences of violence. Facilitators also customize their sessions to meet the particular

⁷⁴ L. Tutty, and K. Nixon, “ACAV Youth violence prevention coordinator evaluation- Phase I.” Unpublished research report. RESOLVE Alberta. In RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>> The Calgary based Action Committee against Violence developed a Youth Violence Prevention Coordinator position to be a liaison between community programs and schools. An evaluation of the coordinator confirmed its effectiveness in assisting school staff identify solid programs. The Coordinator also developed and circulated an inventory of services for youth violence prevention in the city of Calgary.

⁷⁵ RESOLVE Alberta, *School Based Violence Prevention Programs: A Resource Manual* (2002) online: Prevention Programming <<http://www.ucalgary.ca/resolve/violenceprevention/English/prevprog.htm>>.

⁷⁶ ReAct: Respect in Action, Youth Preventing Violence, online: METRAC <<http://www.metrac.org/programs/info/speakers.htm>>.

needs of the students they are meeting. In some instances, facilitators will meet with boys and girls separately.

ReAct also provides “Train-the-Trainer” workshops that instruct service providers, educators and community workers on the continuum of different forms of violence and their warning signs. This is done using a gendered, anti-oppression analysis so participants understand the gender dynamics of violence against women, girls and youth, as well as how violence affects youth differently depending on social factors such as gender, race, class, immigration status, ability and sexuality. The session also focuses on solutions and strategies to address violence in diverse youth including violence de-escalation skills and ways to challenge youth to act to prevent violence.

ReAct has also incorporated an assessment tool into their workshops and programs, with participants completing evaluation forms. The feedback is analyzed and incorporated into future programming. The facilitators also provide follow-up information and community resources for participants so they know where to seek assistance if they experience violence. Moreover, ReAct encourages schools to have them return for follow-up workshops so they can build upon what was learned by the students and introduce new topics of discussion.

Similar peer-run programs offered in other cities and school boards have been found to be effective in facilitating meaningful student engagement with violence-related issues. A report evaluating peer-prevention programs in the Thames Valley District School Board found that administrators, students, teachers and parents reported noticeable changes in the school culture and student behaviour.⁷⁷ The students reported that they felt they were able to participate in the activities, the quality of the discussions were high and the topics discussed and the skills learned were important.⁷⁸ Some reported that they changed their attitudes as a result of the workshops, strived to become better role models and anti-violence advocates and felt better equipped to intervene in situations arising at their school. Peer facilitators also noted that they developed essential leadership skills by directing the workshops. Approximately half of the school principals surveyed stated there was an observable change in the number of disclosures, enhanced student activities and improved social skills among students. They also felt that student learning improved due to a healthier school climate, an increased sense of safety and understanding of issues, and reduced harassment. A third of principals reported a decrease in violent incidents.⁷⁹

⁷⁷ The Safe School Review Advisory Committee, Report of the Safe Schools – System Violence Prevention Review Committee (2003) online: Centre for Research on Violence Against Women and Girls <<http://www.tvdsb.on.ca/safeschools/pdfs/2003report.pdf>> at “Program Feedback (Intermediate and Senior)”.

⁷⁸ The Safe School Review Advisory Committee, Report of the Safe Schools – System Violence Prevention Review Committee (2003) online: Centre for Research on Violence Against Women and Girls <<http://www.tvdsb.on.ca/safeschools/pdfs/2003report.pdf>> at “Program Feedback (Intermediate and Senior)”.

⁷⁹ The Safe School Review Advisory Committee, Report of the Safe Schools – System Violence Prevention Review Committee (2003) online: Centre for Research on Violence Against Women and Girls <<http://www.tvdsb.on.ca/safeschools/pdfs/2003report.pdf>> at “Program Feedback (Intermediate and Senior)”.

The Panel recognizes that the TDSB has taken a positive step with its ESP program to implement a student-led school safety committee. The program is still in its infancy and further evaluation of its effectiveness remains to be done. However, even at this early stage, it appears to the Panel that the program lacks some of the elements of an effective violence prevention program described above. The ESP program could be a good complement to mandatory anti-violence educational programs delivered by gendered violence experts. The ESP program should be seen as one component of a holistic anti-violence program, rather than the sole initiative.

At present, the anti-violence topics to be addressed are selected by the school committee, based on what issues are of greatest relevance to the particular committee. While there is considerable merit to building in this type of flexibility, the Panel is concerned that the components of the program that address sexual harassment and gender-based violence are not mandatory. In the Panel's view, gender-based violence appears to be a pressing problem across the TDSB, yet, it has been treated as a low priority. As a result of the lack of awareness of violence against female students, it is possible that a voluntary program could overlook the ESP components that address gender-based violence. It should be mandatory for the ESP committee to strive to create awareness campaigns on violence against women and girls.

Recommendation 9: The Toronto District School Board should implement a peer-based education program, supervised and supported by teachers, youth and social workers. The program should teach students on the topics of the dynamics of violence against girls and women, healthy relationships and the acceptance of diverse racial and cultural groups. The program should be available to students in all grades at high schools.

Peer-run models have also been found to be more accessible to marginalized groups that face barriers to participation. For example, school settlement workers recommended that the Panel consider peer-mediated programs for newcomer students to assist with their orientation to the school system, based on the success seen with the "Newcomer Orientation Week" (NOW) pilot program.

The NOW program was implemented in eight high schools this past fall – six in Toronto, one in Peel and one in Hamilton. The program ran during the week prior to the start of the school year. The program was based on a partnership among teachers, settlement workers and trained student peer leaders (PLs) who were former newcomer students. Using a peer-based approach, NOW aimed to provide newcomer students with the knowledge, training, skills and supports in order to thrive at their new school. An evaluation of NOW found that the program was very successful in meeting its goals. Not only were newcomers better prepared for school, they also learned where to turn to for assistance and formed friendships. PLs also enhanced their leadership skills. Several PLs went on to implement initiatives within their schools to further assist newcomer students during the school year. The Panel urges the TDSB to work towards facilitating a broader

implementation of NOW programs across its schools and ensure that its registration practices do not pose a barrier for newcomer students participating in the program.⁸⁰

Recommendation 10: The Toronto District School Board should implement the Newcomer Orientation Week (NOW) program in all Toronto schools with high levels of newcomers in order to reduce the vulnerabilities of newcomer students.

Creating Safe Environments

The times and spaces in which students are at risk of violence in their schools can vary significantly according to gender. For example, research conducted at five mid-western high schools in the United States suggests that violence in schools tends to occur in areas such as hallways, playgrounds, bathrooms and cafeterias during non-academic time periods.⁸¹ Thus, patterns of school violence are intricately tied to school schedules. The researchers found through their survey work that female students identified 25 to 30 percent of school space as being unsafe. In contrast, male students identified 10 to 20 percent of school space as unsafe.⁸² Areas that students reported as unsafe for girls tended to be spaces with few or no adults, such as empty classrooms, the gym or weight room, (where boys tended to congregate) and stairwells.⁸³ Locations and times where violence occurs appeared to interact with the age and gender of students within each school.⁸⁴

Thus, a key element to preventing violence against female students is ensuring that school layouts, school schedules and the use of physical spaces are designed with safety in mind. Two invaluable tools for creating a positive and safe environment for female students include conducting a comprehensive, gender-sensitive safety audit of the high school and creating a safe space within the school for girls and marginalized students. By addressing the fears of girls and marginalized students feel at school, these students will become more comfortable in their surroundings and allow them to fully engage in their studies and school activities.

i. Gender-Sensitive Safety Audits

As discussed elsewhere in this report, the TDSB Safe Schools Department has developed a school safety audit tool that assesses the safety of the school. In addition to making observations of the physical plant of a school, the audit process involves attending the

⁸⁰ Kappel Ramji Consulting Group, "Settlement Workers in Schools: Newcomer Orientation Week Pilot Initiative Evaluation Report (Toronto: November 21, 2007).

⁸¹ R.A. Astor, H. Meyer and W. Behre (1999), "Unowned Places and Times: Maps and Interviews about Violence in High Schools", *American Educational Research Journal*, Vol. 36(1), p. 4.

⁸² R.A. Astor, H. Meyer and W. Behre (1999), "Unowned Places and Times: Maps and Interviews about Violence in High Schools", *American Educational Research Journal*, Vol. 36(1), p. 18.

⁸³ R.A. Astor, H. Meyer and W. Behre (1999), "Unowned Places and Times: Maps and Interviews about Violence in High Schools", *American Educational Research Journal*, Vol. 36(1), p. 24.

⁸⁴ R.A. Astor, H. Meyer and W. Behre (1999), "Unowned Places and Times: Maps and Interviews about Violence in High Schools", *American Educational Research Journal*, Vol. 36(1), p. 32.

school at different times of the day and observing the use that students make of the space. The audit process can identify serious deficiencies and make recommendations for improvements, for example the installation of more cameras and improvement of sight lines and lighting.

While undoubtedly a useful tool, the current audit process has not been designed with the safety risks facing female students in mind. METRAC's "Safety Audit Process" provides a useful model for incorporating gender-based concerns and a comprehensive understanding of safety into the audit process.

METRAC pioneered the "Women's Safety Audit" in 1989 and has worked since that time to improve the audit process to ensure that it addressed the safety concerns of marginalized communities as well.⁸⁵ METRAC has worked with the City of Toronto and neighbourhoods in the city to improve the safety of public spaces, in both open and enclosed locations. METRAC, in partnership with the Council of Ontario Universities and Colleges, has also developed the "Campus Safety Audit Service". METRAC has considerable expertise in evaluating spaces to ensure that they are as safe for its users, including students. The principles of this program can be applied to high schools.

The METRAC audit defines safety as the "freedom to move around without facing intimidation, physical harm and fear of violence, crime or harassment". It includes in its concept of "safety", a sense of belonging and acceptance by the frequent users of the space.⁸⁶ The strength of METRAC's safety audit is its use of anti-oppression gender-based analysis and stakeholder engagement throughout the audit process.

A high school audit based on METRAC's audit process would involve consultations with school community members such as students, teachers, parents, school administration and custodial staff and perhaps members of the surrounding community. These consultations would explore the school's past and present safety concerns, safety-related policies, school practices and other relevant information. METRAC could conduct training sessions with key staff, teachers and students to teach them how to lead and participate in the audit process. The training emphasizes the diverse needs of different students. METRAC auditors bring together school community members to assess and evaluate physical features affecting safety (i.e. isolation, lighting, accessibility, signage and layout, sightlines and maintenance), as well as the school's social dynamics.

The METRAC audit not only focuses on real and perceived safety concerns of students from a physical and behavioural perspective, it also includes an examination of the existence and implementation of anti-violence policies to assess whether they create a safe environment by fostering a sense of belonging or if they pose a barrier to safety for vulnerable groups.⁸⁷

⁸⁵ METRAC Safety Audit Kit, "METRAC Creating Safer Spaces for Everyone: Safety Audit Services at 3.

⁸⁶ METRAC Safety Audit Kit, "METRAC Creating Safer Spaces for Everyone: Safety Audit Services at 4.

⁸⁷ METRAC Safety Audit Kit, "METRAC Creating Safer Spaces for Everyone: Safety Audit Services at 5.

The background research and audit data are analyzed in a comprehensive “Safety Report” that includes the findings and recommendations to improve the school’s safety in regards to physical features, social dynamics, policies and practices. METRAC consultants explain the results and facilitate the next steps to implement the recommendations.⁸⁸

One strength of this process is that students are involved and can express their concerns regarding their safety during the course of the consultation and training process. Specifically, girls and students from other vulnerable groups can articulate their fears and experiences of violence in and around the school. This increases the likelihood that these concerns will be addressed.

Recommendation 11: The Toronto District School Board should use a safety and equity audit process that, in addition to examining physical plant and use of physical space of schools, includes the following features:

- (a) Consultation with staff, parents and community members where appropriate;***
- (b) Consultation with female students and students from groups that are vulnerable to violence;***
- (c) An assessment of violence prevention policies and procedures, including their effectiveness and practice;***
- (d) Observation of social dynamics on school property; and,***
- (e) A follow up audit should take place within a reasonable time period to assess whether recommendations have been suitably implemented.***

ii. *“Safe Spaces” In School*

During the Panel’s consultations, young women and men repeatedly raised a concern that students from marginalized groups, including young women, felt isolated among their peers and excluded from the school system. The main reasons cited for these sentiments stemmed from racism, classism, sexism, ableism, homophobia and being a newcomer to a school. There is a need for services and spaces designed specifically for girls, where young women can come together to talk about violence and develop strategies to improve their circumstances.⁸⁹

The Panel met with Helene Berman and Yasmin Hussain, both affiliated with the Centre for Research on Violence Against Women and Children based at the University of

⁸⁸ METRAC Safety Audit Kit, “METRAC Creating Safer Spaces for Everyone: Safety Audit Services at 6.

⁸⁹ N. Janovicek (2001), *Reducing Crime and Victimization: A Service Provider’s Report* (FREDA Centre for Research on Violence Against Women and Children), p. 2.

Western Ontario. Berman is the principle investigator for a national study for the Alliance of Five Research Centres on Violence on the “Intersecting Sites of Violence in the Lives of Girls”. Berman and Hussain discussed the findings from their research, which included researchers working with youth peer facilitators to create “safe spaces” for young women within the participating schools.

The “safe space” consists of a classroom located in the school that has been designated as a safe space in which girls from various backgrounds can go to talk about issues they are facing with their peers and a trained youth facilitator. The girls themselves are encouraged to develop and run their own activities within the safe space, with focus on the issues the students themselves feel should be addressed. Activities can take a variety of forms and have included art, drama, writing and film.

Female peer-facilitators assist in running the spaces and are normally older students who volunteer to be trained and lead the sessions. Peer facilitators are selected to represent the diversity of the participants and issues that they are experiencing. Their role is to create a sense of openness that will facilitate discussions. Participation is voluntary and the safe space group will generally meet during school lunches or before or after classes.

Many young girls indicated during consultations with the Panel that they primarily confided or turned to their friends for advice rather than parents or teachers. In a peer-facilitated safe space setting, girls can confide to their peers about their concerns in the presence of a trusted mentor who has the expertise to provide them with accurate information and proper support. Another advantage of the safe space is that marginalized girls feel that they are part of group and less isolated within the school community.

Berman and Hussain suggested that safe space discussions could also be held for girls from particular marginalized communities including Aboriginal students, immigrant students, students of diverse sexual orientations, and students with disabilities. It is crucial that these issues be addressed in the main group to demonstrate how these different forms of violence intersect. However, in many circumstances girls from marginalized communities should have an opportunity to discuss the unique issues they face with fellow community members.

Berman and Hussain also suggested that an all-boy discussion group would be useful to assist boys to address the different pressures and concerns they face, especially if they belong to a marginalized community. Like the many others with whom the Panel consulted, they too stressed the importance of including young men into violence prevention programs. Assisting male students to understand the root causes and influences of violence and the consequences of violent behaviours will help both girls and boys promote a safe school environment.

Recommendation 12: The Toronto District School Board should create and implement a “safe space” program in its high schools for female students and other vulnerable groups.

Conclusion

In her book, *Discourses of Denial*, Jiwani writes,

The discourses of denial that are operative in the lives of these girls and young women cohere around the following axes: the denial of teachers and principals to address issues of systemic and everyday racism that these girls and young women encounter; the erasure of these issues in the curriculum; and the failure of these institutions to examine the intersections of races and gender in terms of how the latter might render girls and young women of colour more susceptible to the violence of gendered racism. Further, these discourses are apparent in the very denial of the existence of racial hierarchies within the school system, hierarchies that are maintained and reproduced in the interests of those who stand to benefit from them.⁹⁰

A successful violence prevention program needs to confront these issues in order to get to the roots of the problem and address the vulnerabilities that all girls, particularly those who are racialized, face at school. Otherwise, any prevention program will be reactive rather than proactive. The TSDB needs to look at safety from a holistic perspective and understand that safety is not about a physical space or overt physical confrontations. Violence is usually much more subtle and hidden and can present itself through policies, attitudes and responses.

Thus far, school boards have treated students as the only cause of violence and imposed a one-size-fits-all, quick-fix prevention program on them. It is predictable that these programs will have little effect in reducing rates of violence. Like their students, the TDSB, teachers and administrators have a lot to learn regarding gender-based violence. This learning can only occur if there is constant questioning and evaluation of past practices.

Recommendation 13: The Ontario Ministry of Education should create a position of “Violence Prevention Coordinator” that is responsible for the implementation of violence prevention programs in schools that are gender-sensitive and predicated on principles of equity and diversity. Violence prevention programming and education should involve students, school administrators, teachers, parents and community agencies.

Recommendation 14: All Toronto District School Board violence prevention programs should be regularly evaluated to determine their effectiveness and to make recommendations for improvement.

⁹⁰ Y. Jiwani, *Discourses of Denial: Mediations of Race, Gender, and Violence* (Vancouver: UBC Press, 2006) at 143.

3.05.05: Conclusion

While the alarming rates of sexual violence and harassment involving young women and students of diverse sexual orientations demonstrate that these forms of violence are far too common, they are often just treated as “boys will be boys” or jokes. The failure to respond quickly and decisively to incidents involving girls and young women sends a message that young women are not entitled to, and should not expect, protection from gender-based violence in schools.

Schools are not simply places where we learn our “abc’s”, but are also where we learn social expectations and gender roles. Young women are being taught that gender discrimination is the norm. It is important that this trend be reversed. Our schools should be sending a clear message that gender-based violence is not acceptable, through an awareness campaign that is visible to the entire school community.

Unfortunately, the lack of attention or response to the rising levels of sexual assaults in schools is not unique to the TDSB. Rather it reflects a broader failure to take decisive action with respect to gender-based violence and reflects the lesser value that is placed on safety concerns that are central to women. Academics, community agencies and advocates in the area of violence against women have struggled for many years to obtain appropriate funding and attention, while at the same time resources are made available to address the types of safety concerns that are more central to young men.

An expert and advocate on violence against women and children told the Panel that:

We’ve been very disappointed with how [funding has been] administered. It has a focus on gangs, guns, male violence and it has not seen the connection between gender, masculinity, gender based violence, gun violence and drugs. ...The poverty that women experience, and how this ties into children and youth getting involved, looking for alternative ways of generating money.

Young women attached to these young men live in fear and we have submitted applications to [funders], [but they have] fallen on infertile ground. They simply don’t include gender as part of the problem. They don’t get it. It seems that they are not prepared to address the full extent of the problem and the intersections between poverty, race and gender. It’s unfortunate that we often deal with issues of sexual violence towards young women in schools, after the fact. Even before this incident at [C.W. Jefferys] there was an incident at another school where a young woman was gang raped in a stairwell and again young men were charged, about 16 of them and one young woman. It did not get a panel review and it did not merit recognition that ... sexual violence had taken place...

Young women, women in general are not valued in our society and this is reflected in how resources get distributed. You can have the issues rubbing your face, just scratching you and yet nothing happens.

The Panel acknowledges that the lack of equitable attention to safety concerns affecting young women has also characterized its own work. On several occasions, individuals and organizations expressed concerns to the Panel about the fact that issues of gender and school safety had been “added on” to the Panel’s mandate at a later stage. They expressed grave concern that a topic of such importance would be treated as an adjunct. The process followed by the Panel was criticized for failing to increase the resources dedicated to this aspect of the Panel’s work, particularly by failing to hire experts to advise the Panel on issues of sexual assault and by failing to make consultation work with young women more of a priority. There is merit to these criticisms.

The Panel agrees that there is a great deal more work that needs to be done on the issue of gender-based violence and sexual assault in schools. This issue requires a fuller investigation than the Panel was able to conduct in the limited time it had available to it.

Addressing the alarming rates of gender-based violence, including sexual assaults, in Toronto schools must be a priority. But the response must be an informed one. For these reasons, the Panel calls for all levels of government and the schools boards to provide resources to complete a comprehensive study on the violence girls face at school, including an examination of the specific risks faced by girls from various marginalized communities. Such a study, along with stakeholder engagement, would inform school boards on how to create safe and welcoming school environments for all their female students. It is essential that researchers with appropriate expertise examine the issue, including the divisive issue of when it is appropriate to report incidents to police against the wishes of the victim.

Recommendation 15: Recognizing that there is little research on the issue of sexual assault and gender-based violence in schools, the Ontario Ministry of Education should fund a comprehensive study of safety issues affecting female students in order to ensure that school safety policies appropriately address the specific safety risks faced by female students. This research should also examine policies concerning the reporting of incidents of sexual assault to police.

Recommendation 16: The Toronto District School Board should launch a public awareness campaign concerning issues of sexual assault and gender-based violence in schools.

3.06: School Safety Issues Across the Board

This section is intended to cover the wide ambit of systems issues that arise (outside of the gender based violence report and the Aboriginal education section) in the context of ensuring a healthy and safe school environment.

3.06.01: Barriers to Reporting

One other thing I really did want to mention because I think it is a problem for us and for all of this institution is that there is a great fear within this bureaucracy, within this institution on stepping out of line and identifying the problem and I do hope that that's something we can work on as well because I think if people continue to be afraid to bring forward what the problems are then we are not gonna be able to solve anything. Just something to think about.

Mari Rutka, TDSB Trustee, November 21, 2007, presentation at Panel/OHRC Symposium - Breaking the Logjam: A Blueprint for Progress on School Safety

One of the most pressing concerns at the TDSB is the reluctance of members of the school community to report serious school safety issues. The Panel has observed this reluctance first hand. Survey data collected by the Panel indicates that students have a reluctance to report issues of school safety for fear of retaliation by their peers. This problem, however, is not isolated to students. To the contrary, the Panel's work has revealed the prevalence of a culture at the TDSB that dissuades teachers, administration, and superintendents from publicly voicing and identifying serious issues of school safety. This Chapter of the Final Report will detail the nature of this problem and will propose recommendations aimed at resolving this serious impediment to change. If the culture does not encourage reporting, how will it ever change?

Students

During our consultations with students at C.W. Jefferys, not one student indicated that they had seen or observed guns in the school. By contrast, the student surveys revealed that 50 of the 423 student respondents (11.8% of the sample) claimed that they had a gun pointed at them at school over the past two years. Clearly, students were seeing guns and were either not coming forward to speak to the Panel or were fearful of speaking of these incidents to the Panel. In the Interim Report, the Panel detailed the limitations of relying solely on the student consultations for describing the environment at C.W. Jefferys. These limitations included students feeling uncomfortable about being completely candid with interviewers or students being embarrassed to discuss whether they were victimized or bullied. During the Panel's consultations at C.W. Jefferys, few students described issues of victimization, bullying or serious issues of school violence. The student survey made it abundantly clear that students who consulted with the Panel were underreporting serious issues of school violence.

The results of the student survey at C.W. Jefferys indicated that only 7% of the "most serious" victimization incidents described in the survey were reported to the police. All respondents who indicated that they did not report their victimization to the police were asked why they did not report the crime. The most common reasons for not reporting victimization were, fear of the offenders, a belief that the police can't provide adequate

protection from offenders, a belief that the crime was too trivial, a belief that the police can not do anything, a desire not to upset parents, a distrust or dislike of the police and a desire to seek one's own revenge. Over half of the respondents did not report their personal victimization experience because they simply did not want to be a "snitch"⁹¹.

Students were also asked why they did not report the crimes they had witnessed. As with personal victimization, respondents usually gave multiple reasons for not reporting crimes to the police. For each type of crime, the majority of witnesses simply stated that they felt the incident was none of their business. Other common reasons included fear of the offenders, a fear that the police would not be able to protect them and distrust of the police. Many respondents (over 33% for each type of crime) also indicated that they did not want to be labelled a "snitch."⁹² These findings illustrate that a great deal of youth crime in Toronto schools likely goes undetected by school staff and the police.

The data collected at Westview (as detailed in Chapter 2 of the Final Report) clearly illustrates that students are not willing to report serious victimization and criminal activity they have witnessed. Unlike the consultations at C.W. Jefferys, many of the students at Westview requested that the Panel not tape record the consultations despite being told that their comments will remain anonymous. Based on the data collected at Westview it would appear that, much like the students at C.W. Jefferys, the students feared the repercussions of being labelled a snitch. Students described this problem as follows:

Because the number one rule is no snitching! And because you should stay out of mix-up and mind your own business if you are smart.

Because when you report a person in the possession of a gun you're taking a very big risk. Imagine the person finds out that you told police about him/her!! The person will come after you with his/her gang and next thing you know you'd be drenched in blood with a bullet in your head.

Snitches get stitches.

There can be no doubt that understanding the true rates of victimization, crime and issues of school safety is seriously undermined by students' unwillingness to report these problems. Many schools, including C.W. Jefferys, had an anonymous phone line that was meant to encourage students to report crimes. Panel staff called the phone line and received a message that the "Student Hotline" was not available and a messaging service began. In addition, the "Student Hotline" is connected to the main school line. The Panel finds that an anonymous phone line setup in this manner does not encourage feelings of anonymity that are necessary to encourage youth to report crime, victimization or serious issues of school safety.

⁹¹ Interim Report at pg. 46

⁹² *Ibid.*, at pg. 47

Recommendation 17: Each school should establish a “Student Hotline”. The phone number for the school hotline should be separate from the main school phone line. The Student Hotline should be staffed by students from the school who are trained on reporting and who are aware of the appropriate supports for student victimization and bullying. In addition, the TDSB should prepare a website, separate from the TDSB website, where students can anonymously report issues of school safety.

The Panel recognizes that a truly anonymous phone line will not resolve the issues of student under-reporting. The Panel recognizes that students will only feel comfortable reporting these issues when they feel safe in their school and in the larger community. The Panel also recognizes that a significant amount of students fail to report issues of school violence to the police because of a mistrust of police officers.

TDSB Employees

The fear of reporting is not isolated to students nor is the fear of reprisal. This “culture of fear” or “culture of silence” permeates through every level of the TDSB. The TDSB employs 39,000 permanent and temporary staff who collectively oversee approximately 270,000 students. The TDSB operates on approximately a 2.3 billion dollar budget and oversees 584 schools.

In view of the breadth of the institution, it is hardly surprising that there would be certain institutional realities that would attach to the education culture at the TDSB. The panel uses the term “education culture” to describe the professional culture and to distinguish this culture from students. Over the course of its five months of consultation, the Panel encountered certain realities attendant to the TDSB education culture. Perhaps most striking, was the overwhelming number of TDSB professionals who declined to “go on the record” about issues of school safety. Far from being the exception, the request that comments enjoy a “not-for-attribution” status was the rule. This was particularly the case when the comments related to concerns around school safety.

The Panel experienced, on an almost a daily basis, a palpable defensiveness and fear about anything being discussed that could reflect negatively on the TDSB. On the one hand, one can anticipate that the Board as an institution should reasonably have a certain expectation of loyalty from its employees. On the other hand, this expectation of loyalty can easily become oppressive when it mandates silence. The reticence by board employees to come forward was not restricted to one level in the system. Indeed, short of the associate director and the director, a certain fear and/or resistance to scrutiny actually increases at the higher levels of administration or senior ranks of the Board. An example of this reality is the very few numbers of field superintendents (outside of the NW2 Superintendent, Verna Lister) who were prepared to come forward to address the Panel⁹³.

⁹³ Invitations were extended to superintendents to meet with the panel including a possible focus group meeting. These invitations were not acted upon with some notable exceptions. Superintendent of Education Trevor Ludski met with the panel as part of the equity team and, in the final days of the Panel’s

At the Panel/OHRC Symposium on barriers to progress in school safety (held at O.I.S.E., November 21, 2007), Trustee Mari Rutka displayed the wisdom to publicly identify the problem:

*One other thing I really did want to mention because I think it is a problem for us and for all of this institution is that there is a great fear within this bureaucracy, within this institution on stepping out of line and identifying the problem and I do hope that that's something we can work on as well because I think if people continue to be afraid to bring forward what the problems are then we are not gonna be able to solve anything. Just something to think about.*⁹⁴

Put simply, the reticence to meet with the Panel manifested itself early and in a very discernable fashion. As the Panel's work progressed over the months between June and December 2007, it became apparent that this aspect of the TDSB education culture was inhibiting effective and important communications regarding school safety. Key players who could have provided important perspectives to the Panel would not come forward, or, if they did come forward, would only come forward upon assurances of anonymity.

Over time, this issue of a culture of silence became a subject which the Panel specifically canvassed with various employees. With few exceptions, most individuals being canvassed in respect of a culture of fear acknowledged the reality. During the Panel's consultation with Associate Director David Rowan, he was queried around the Panel's experience with a culture of silence. Associate Director Rowan expressed surprise and suggested it may be a function of the Panel's style:

*You know all the things that went on with the senior team – with the panel itself. So there's a trust aspect that they may or may not have with the panel itself and the questioning and all those that have gone on.*⁹⁵

It is fair to acknowledge that any analysis of the education culture of the TDSB must include consideration of the effect of the Panel's work on the professionals being scrutinized. That is, a fair evaluation of the education culture must also involve netting out the specific experience with the Panel itself. To the extent that the culture of fear the panel experienced only developed at the inception of the Panel in June 2007, one could surmise that it would disappear with the conclusion of the Panel's work. Thus the issue could be interpreted as short lived and of little consequence. On the other hand, to the

work, two field Superintendents, Jill Worthy and Rauda Dickinson, on December 11, 2007 decided they would meet with the Panel. Superintendent Worthy (with Superintendent Dickinson's support) had determined that it was important that the Panel hear from a superintendent outside the NW jurisdiction.

⁹⁴ Mari Rutka, TDSB Trustee, November 21, 2007 presentation at the Panel/OHRC Symposium entitled Breaking the Logjam: A Blueprint for Progress on School Safety

⁹⁵ Consultation dated November 26, 2007.

extent that this culture of silence predated the Panel's appointment, a compelling concern exists that this same culture represents a serious impediment to advances in school safety.

In the interest of assessing whether and to what extent a culture of fear historically exists within the Board, the Panel consulted with Zanana Akande, a respected educator (former principal) originally from the York Board of Education and then from the current amalgamated body. Ms Akande's history and credibility in the education sector and in community advocacy are impressive. She is also a former cabinet minister. A report was sought from Ms Akande as to whether there are aspects of the TDSB education culture which would inhibit reporting issues of school safety and/or would create an excessive resistance to scrutiny. Ms Akande's Report (together with her curriculum vitae) is attached as Appendix "E".

Ms Akande observes that "there is a culture at silence in the TDSB that inhibits the reporting of school safety issues and more generally creates resistance to scrutiny". In her report, Ms Akande explained that the dominant characteristic of the culture at the TDSB was one of fear of reprisals and disapproval:

*The dominant characteristic about the culture of the TDSB is that of excessive concern about reprisal and disapproval. This fear of offending those in authority filters through from the trustee level to teachers in classrooms and support staff. Fear of reprisal and career limitation restricts the behaviour of those interested in promotion or maintaining an achieved desired placement.*⁹⁶

Reports are shared of principals who are telephoned and reprimanded by those in authority after the principals openly questioned or disputed practices and decisions at a principals meetings. I have personally experienced this issue while I was attending a principals' meeting in the pre-amalgamated York City Board of Education. At the meeting the principals were reprimanded by the administration for questioning a promotion appointment made outside the established process. The principals were reminded that the administration had "long memories". From this and the frank content of the presentation of the administrator, as well as the discussion that followed, the principals inferred that such questioning was not welcomed by the administration, and could have negative affects on their individual careers, especially for those who might be seeking promotion.

In addition, Ms Akande further described the difficulties she had, as co-Chair of the Task Force of Safe and Compassionate Schools (2004), in soliciting the opinions of principals:

During our work, the Task Force repeatedly sent invitations to the TDSB Principals Association to present their concerns and issues to the task force. The Task Force was willing to go to every family of schools to meet

⁹⁶ Zanana Akande, Report to the Panel dated December 3, 2007. at pg. 2, Appendix "E"

*with the principals, so vital was their role in the safe schools issue. They did not meet with us until the head of the Safe Schools Department in the TDSB summoned together a small selected group of principals, and remained with the Task Force during our meeting with the principals. Many other principals never knew of the meeting. The Task Force was concerned that the opinions we heard were not indicative of the breadth of issues we had to gather later from personal discussions with some principals.*⁹⁷

The Panel accepts and adopts Ms Akande's report. In light of this report, the information the Panel received from a wide range of consultees from within the TDSB (with some exceptions) and the Panel's own experience since June 2007, the Panel concludes that there exists within the TDSB a culture of silence that inhibits important and open dialogue on issues of school safety. This culture of silence springs from, among other things, a discernable and oppressive fear of both bureaucratic reprisal (from senior management at the TDSB) and political reprisal (from the Trustee level). These unfortunate realities of the TDSB education culture permeate the various levels of the TDSB. The Panel rejects the identified defensiveness as a simple reaction to the scrutiny presented by the Panel's work and accepts that the culture of silence stems from "widespread" issues that require resolution.

If there is to be a true change in the manner in which the TDSB addresses school safety issues, such change would only occur with a serious and significant culture shift at the TDSB. It is difficult to envisage how such a culture shift could occur if employees in the system, "particularly high-ranking managers", operate in a culture in which open debate is discouraged and there is a palpable sense of fear in addressing issues of concern. It is difficult to quantify the amount of energy expended by the panel team on the various struggles to draw out employees who, in an ideal world, should have felt comfortable (indeed obligated) to speak to the Panel.

In addition to the difficulties expressed above, the Panel has also experienced reluctance by teachers and principals to discuss issues of school safety. For example, the Panel found that there was a general reluctance by teachers at Westview to come forward to discuss matters of school safety. Upon arriving at Westview, the Panel was told that the teachers were "boycotting" the Panel. Of the teachers that met with the Panel, many requested that their consultations not be taped. In addition, many teachers requested that they go "off the record" when detailing issues of school safety.

It would appear that much like students, teachers feel more comfortable discussing issues of school safety by way of anonymous survey. The Panel's experience at C.W. Jefferys clearly illustrates this point. Not one teacher at C.W. Jefferys advised the panel, during their consultations, that they had observed guns or even replica guns at C.W. Jefferys.

⁹⁷ *Ibid.*, at pg. 9

However, when asked to complete an anonymous survey, 2 teachers indicated that they had observed guns at the school⁹⁸.

In June 2007, the Panel discovered an alleged sexual assault that had occurred during the 2006-2007 school year⁹⁹. As mentioned later in this Chapter (section 3.06.02, “Tracking Safety”), this incident did not appear in the Weekly Incident Reports or the Crisis Reports. Serious incidents of school safety **must** be reported. When a teacher is made aware of an incident he or she should immediately report the incident to the appropriate administrator. The administrator must then report the incident to the appropriate body (e.g. police, TDSB, etc.). Where a teacher is made aware of an administrator’s failure to report an incident, the teacher should be obligated to report the administrator’s wrongful conduct. The duty to report these incidents should be mandated by law. Student safety is too important to be left to Board policy alone.

Currently, the only legislative obligation to report is set out in sections 71 – 72.2 of the *Child and Family Services Act*, R.S.O. 1990, c. C.11. These provisions require a person, including a person who performs professional or official duties with respect to children¹⁰⁰, to report to the Children’s Aid Society any harm that is, or may be suffered by a child and is caused by the child’s parent or person having charge of the child. This does not include reporting harm suffered by a child at the hands of another child or stranger, nor does it include reporting serious issues that may cause bodily harm or may lead to a reasonable apprehension of bodily harm. Currently, there is no specific statutory requirement to report these incidents.

To whom then should these issues be reported? Obviously serious incidents of violence that occur at a school should be reported to the police. When the police are not notified and administrators are aware of the fact that a serious incident of violence has not been reported to the police, then who should a responsible employee turn to?

During numerous consultations, various employees at the TDSB requested that they go off the record to explain to the Panel their reluctance to speak about certain issues on school safety. This reluctance was derived from a fear of reprisal by their superiors. One teacher explained to the Panel that he would call the appropriate authorities to report serious incidents of school violence irrespective of the repercussions:

... the first thing that I am going to do is to pick up the phone and call Children’s Aid that is the first thing I am going to do and I don’t care about the admin. What they say what they do if they get angry, what the repercussions are, what the consequences are. I don’t care.

⁹⁸ From reviewing the surveys it is not possible to determine whether the guns observed were replicas or whether the two teachers observed the same incident.

⁹⁹ As reported in a Toronto Star article and reported in Toronto Police Service press release announcing arrests of alleged perpetrators

¹⁰⁰ Section 72(5) of the *Child and Family Services Act* clearly stipulates that a teacher or school principal is obligated to report child abuse caused by the child’s parent or person having charge of the child.

Off the record, many TDSB employees advised the Panel that there was a fear that revealing certain school safety issues or going above the “chain in command” would be seen as a career limiting move. The fear of being subject to reprisals was echoed by teachers and administrators. Ken Jeffers, the President of OSSTF-PSSP, described the problem as follows:

People are terrified people feel unsafe disclosing information. I'll get that from my members... they will call me up anonymously, I am the person who is designated to support them regardless, they don't want to identify themselves to me for fears that I might take action on an issue and somehow there will be reprisal on them and it is often for something as simple as making sure that their collective agreement is followed by the administrator. But there is a real genuine fear as you said that standing up for your right or identifying a barrier or limiting factor that a manager or as go far as saying a teacher is responsible for and could end up in a career limiting move and if my members are feeling that way I could only imagine how students are feeling.

In addition, employees explained that reporting school safety issues to your superiors could have the effect of labelling the employee as unable to handle his or her students. Being labelled in this fashion would limit career opportunities. In a written submission to the Panel, Trustee Soo Wong¹⁰¹ recognized the paralyzing fear that administrators have of being labelled an ineffective leader:

I was told that some teachers informed their principal of illegal activities which occurred in their classroom or in the hallways. But, I was also told that some these principals continued to disregard these teachers' concerns and failed to investigate them. When I inquired as to why, the inconsistent response was that some principals are afraid to report to their superintendent as they are afraid of being seen as unable to manage their schools, and worse, some principals were afraid to be labelled as poor candidates for future promotion.

The lack of intervention indicates a need for further education and training of some school administrators who clearly lack the leadership qualities we require for our schools. No TDSB staff member should ever be afraid of retaliation or career hindrance when he or she truthfully reports incidents to an immediate supervisor. All school administrators or managers must understand and recognize the serious consequences for failing to report and failing to respond to school incidents. The school system cannot condone this type of misconduct and incompetence. Few other professions do, certainly not those that are publicly funded.

Teachers also described to the Panel that they would not report certain incidents because they felt they did not have the support of the administrators and because they had become

¹⁰¹ Trustee, Ward 20, Scarborough-Agincourt

desensitized to some forms of misbehaviour. Trustee Soo Wong again described the problem:

When front-line staff especially teachers who report incidents to their immediate supervisor, it is imperative that the manager needs to respond. Failure to act results in poor morale and unwillingness to report or intervene on future improper student behaviour. Furthermore, there should be effective communication back to the teacher or staff who reported the incident.

This desensitization, or the “new normal”, caused teachers to view some forms of misbehaviour as “less serious” and not requiring reporting. One teacher at C.W. Jefferys described this “new normal” as follows:

Working at Jefferys would like, be like working in a fog and you are not clear on what you are supposed to all the time, you become very desensitize this is when you work there for a long time. About what is really big deal like the point that you are questioning whether or not you should call the police on an issue like this?.... there is just, like, this disease amongst in the school where you just, common in all inner city schools that you just do so much and being told to “fuck off” is no big deal you don’t even report it anymore.

In an attempt to address these issues and change the culture of silence, the TDSB prepared a “whistle blowing protection” policy. The Panel commends the TDSB for taking this initiative; however, the Panel is of the view that the draft Policy is not sufficient to address the issues identified above.

The first concern with the policy is that it does not require an employee to disclose a wrongdoing to his/her immediate supervisor. Instead, the policy provides the employees with the discretion not to report a wrongdoing. Section 4.1 of the draft policy reads as follows:

4.1 Disclosing a Wrongdoing

An employee **may** disclose a wrongdoing to his/her immediate supervisor (e.g. school Principal or Department Manager). If the employee is not comfortable disclosing the matter to an immediate supervisor, then the employee may make the disclosure directly to a more senior manager (e.g. Superintendent of Education or Senior Manager), or to a member of the Board (Chair of the Board, Chair of the appropriate Committee, or individual Trustee). If the employee discloses wrongdoing to a member of the Board, the Trustee receiving the disclosure is to forward the relevant information to the appropriate Senior Manager or Executive for action.

A disclosure may be verbal or in writing.

(emphasis added)

Wrongdoing is defined as follows:

- 2 *Wrongdoing* is defined as an act or omission by a person or persons within the Board that concerns or involves:
 - Violation of laws, regulations or TDSB policies/procedures
 - Unethical conduct
 - Misuse of public funds or assets
 - Questionable accounting or auditing practices
 - Gross mismanagement
 - Substantial and specific danger to any person or property or to the environment

At a minimum, the reporting of wrongdoings captured by the phrase “substantial and specific danger to any person or property or the environment” should be mandatory. The Panel is of the view that reporting serious issues of school safety or incidents of violence must be protected ahead of other forms of wrongdoing that may not result in direct safety concerns for students. Serious issues of school safety or incidents of violence that may endanger the safety of students **must** be reported and should not be left to an employee’s discretion to report.

A further problem with the draft policy is that it does not provide for the reporting of incidents to an independent body. Teachers, administrators and superintendents need to feel protected from reprisals if they are to report issues of school safety or incidents of violence at a school. In the current atmosphere, a teacher may not feel comfortable reporting an administrator that has failed to report a serious incident to the TDSB and where necessary, the police. Employees need to feel that they are protected by an independent institution, not the institution they fear which may seek reprisal against them for reporting. A teacher should not feel like his or her job will be risked if they report an administrator’s failure to report a serious incident of school violence. An administrator should not feel that a superintendent or trustee will label them an unfit leader if they report serious issues of school safety or a serious incident of school violence. To create a positive culture where reporting is encouraged, an employee must feel like their reporting will remain anonymous and independent from their employer. To create this environment the reporting and investigating agency must be separate from the TDSB.

It is particularly striking to the Panel that the two individuals, Trustee Rutka and Ms Akande, who themselves have headed up two major initiatives on school safety (the Akande/Bolton Safe and Compassionate Schools Task Force 2004 and the ongoing School Safety Implementation Task Force headed up by Trustee Rutka) are also the ones who have independently confirmed the existence of the TDSB culture of fear and silence. This is very compelling justification for concern.

One final note on the TDSB education culture: It should be noted that the Panel’s experience with Director Connelly does not suggest that she has deliberately engineered

some oppressive regime aimed at stifling debate. Her leadership style is simply inconsistent with such heavy-handed bullying. This is truly a systems issue that spawns from years of failure to pro-actively address the problem. In an organization the size of the TDSB, failures to take pro-active steps to “devalue the culture” (in the words of Ms Akande) can be tantamount to encouraging its growth. Certainly, active denial of the problem will ensure that the culture becomes permanently rooted.

Recommendation 18: In view of the Panel’s findings with respect to the education culture at the TDSB, the TDSB should contract an outside management consultant to provide advice and training in respect of pro-active measures the Board can take to counteract the characteristics and dynamics identified by the Panel in its Report on the TDSB education culture.

Recommendation 19: The provincial government should establish a provincial School Safety and Equity Officer (“Provincial Officer”). The Provincial Officer will be a central repository for the reporting of serious issues of student safety.

Recommendation 20: The provincial government should create mandatory reporting obligations for serious issues of student safety. Serious issues of student safety include:

- (i) possession of any prohibited or restricted weapon as set out in the Criminal Code of Canada;***
- (ii) a violent incident that has caused serious bodily harm; and***
- (iii) sexual assaults subject to the Panel’s recommendations concerning reporting of sexual assault.***

Recommendation 21: The provincial government should amend the Education Act to create mandatory reporting obligations for all school staff. At a minimum, the reporting provisions would require all Board staff to report serious issues of student safety. The provisions would develop reporting structures that ensure that the principal and vice-principals are informed of every reportable incident. The provisions would obligate the principal of a school to advise the Board representative in charge of issues of safety and the Provincial Officer of serious issues of student safety and where applicable, advise the police of any particular issue. Where an employee has knowledge of a breach of the reporting provisions, the employee must report the breach, pursuant to reporting protection legislation, to the Provincial School Safety and Equity Officer.

Recommendation 22: The provincial government should amend the Education Act to include reporting protection legislation that would apply to all school board employees. The legislation would enable an employee of a school board to anonymously report, in good faith, serious issues of student safety to the Provincial School Safety and Equity Officer and would allow the employee to disclose, if necessary, a student's OSR. The legislation would prohibit any form of direct or indirect reprisal, retaliation or adverse employment consequences against the individual reporting employee. The legislation would include a punitive and remedial penalty attached to the protection.

Recommendation 23: The TDSB should implement Board policy that mirrors the above noted recommendations (20 to 22) with necessary modifications.

Reporting Through Anonymous Surveys

The issue of parental consent emerged at several points during the Panel's consultations and research activities. The Panel did seek parental consent for one-on-one consultations with students. Although these interviews were completely confidential, it was felt that parental consent was needed because they were not completely anonymous (i.e., the Panel researcher could identify the student participant). However, both the TDSB and individual school administrators did not ask the Panel to acquire parental consent for the first student survey at C.W. Jefferys (June 2007) or the student survey at Westview (October 2007). It was felt that parental consent could be waived for these surveys because the student questionnaires were both confidential and anonymous. After being collected by the research team, it would be completely impossible to link an individual questionnaire back to a specific student. The ability to waive parental consent enabled the Panel research team to collect valuable information on school safety issues from a large number of students over a very short period of time.

On October 19, 2007, a representative from the Panel met with Principal Spyropoulos of C.W. Jefferys to advise him of the Panel's intention to conduct the follow-up survey of students. Principal Spyropoulos candidly advised the Panel of his reservations concerning the administration of the additional survey and advised that he would be discussing the matter with senior TDSB officials. Principal Spyropoulos was on leave during the following week. On October 31, 2007, Julian Falconer met with Principal Spyropoulos for several hours to discuss the work of the Panel and the Panel's intention to conduct the follow-up survey. Principal Spyropoulos reiterated his opposition to the survey and advised that he would not permit it unless so directed by the Board.

On November 2, 2007, the Panel met with Director Connelly and counsel. Director Connelly advised for the first time that concerns were now being raised about the administration of the survey on the basis of parental consent. Director Connelly further advised the Panel that Principal Spyropoulos had canvassed members of the school community including the School Council and that there was opposition to the

administration of the survey. In an effort to address these concerns, the Panel agreed to seek parental consent for the follow-up survey. The Director advised that she would meet on November 5, 2007, with Principal Spyropoulos and the School Council to address the issue of consent, and thereafter advise the Panel of her position on the administration of a further survey.

On November 6, 2007, Director Connelly advised that a further survey would be permitted provided that written consents were obtained from the parents and/or guardians of the students. The TDSB assumed responsibility for the distribution of consents. The Panel was advised that the consents were in fact distributed as of November 12, 2007.

As of November 15, 2007, the Panel was in receipt of 30 executed consent forms. By November 23, 2007, the Panel had received 51 executed consent forms. As of December 15, 2007, the Panel had received a total of 67 consent forms. As a result of the requirement to seek consent, the Panel was unable to conduct a further survey at C.W. Jefferys to conduct the follow-up survey of students. Unfortunately, the Panel lost an important opportunity to learn more about students' perceptions of and experiences with school safety issues and whether the situation at C.W. Jefferys had indeed improved at the beginning of a new school year. It should be noted that the Panel was not advised of any legal requirement that the Panel obtain parental consents to conduct a confidential and anonymous student survey.

Parental consent is often difficult to achieve. Students often forget to provide their parents with parental consent forms, parents often forget to sign them and students often forget to deliver them back to school officials. It is perhaps for these reasons that the Toronto District School Board did not require parental consent forms when conducting their 2006 Census of students. Parents were fully informed about the Census and given the opportunity to request that their child not participate, but a signed parental consent form was not required. This is known as "passive" consent. Only students who received an official "opt-out" request from parents did not have to participate in the Census. As a result, the Census was an overwhelming success. The response rate for all schools was high and the TDSB was able to collect valuable information on a large sample of students.

Section 302(9) of the *Education Act* and Education Policy and Program Memorandum 128 ("PPM 128") dated October 4, 2007, requires a school board to review its policies and guidelines (including the Code of Conduct and Safe Schools Policy) and, in reviewing the policies, solicit the views of students, teachers, staff, parents and guardians, school councils and the community. Neither section 302(9) nor PPM 128 state that parental consent is required to solicit the views of students. As such, it is the Panel's opinion that parental consent is not legally required for the Board to conduct anonymous and confidential student surveys relating to issues of school safety. The Panel's position on parental consent was confirmed by outside legal counsel. In addition, the Panel consulted with in-house legal staff at the TDSB who confirmed that parental consent was not required when conducting anonymous legal surveys:

It is our opinion that if a survey contains general questions and cannot be traced any way to a particular student then consent would not be legally required from parents or guardians.

However, the matter is within the jurisdiction of the Board of Trustees and/or senior administrators to develop and implement policies or procedures which could require such permission for the administration of surveys.¹⁰²

The Panel recognizes that it is within the jurisdiction of the Board of Trustees to decide whether its policies should require parental or guardian consent when conducting anonymous and confidential student surveys. It is the Panel's belief, however, that the TDSB should not implement such a policy. The Panel comes to this conclusion for the following reasons:

- Parental consent requirements often slow down the research process and could prevent the early identification of emerging school safety issues. Parental consent requirements could also prevent school officials from consulting quickly with students – using survey techniques – when faced with specific crises.
- Parental consent requirements can reduce survey response rates (i.e., the number of students who complete the questionnaire). Students often forget to give consent forms to parents, parents often forget to sign them and students often forget to give them back to school administrators. Low response rates can impact the overall quality of research findings.
- The parental consent process can be expensive and create further paper work for already over-burdened support staff.
- Parental consent requirements could impact student willingness to participate in surveys or answer questions honestly. If parental consent is required, some students may feel that their parents will ultimately get the chance to view their responses to survey questions. Clearly, such distrust may impact the validity of survey results.
- The Panel is of the opinion, confirmed by outside legal counsel and in-house legal staff at the TDSB, that parental consent is not required for student surveys as long as student participation is voluntary and the information gathered through the survey process is both confidential and anonymous.

Conducting surveys of teachers and students will allow the Board to properly evaluate safety concerns Board wide. In addition, the surveys would assist the Board in determining whether preventative measures are succeeding in ensuring the safety of

¹⁰² Correspondence from TDSB Legal Counsel dated December 22, 2007

students. The Panel's first hand experience at C.W. Jefferys and Westview has demonstrated that face-to-face consultations are not sufficient. The data collected by student surveys is invaluable and must be collected with as little resistance as possible.

Recommendation 24: Student and Teacher surveys should be conducted every five years. These surveys should gather information on: 1) Feelings of safety at school; 2) Safety-related problems at school; 3) Fear of victimization; 4) Individual victimization experiences; 5) Witnessing crimes and violence at school; 6) Reporting crimes and violent incidents to authorities (including reasons staff and faculty decide not to report); 7) Perceptions of school punishment practices; 8) Perceptions of racism at school; 9) Ideas and attitudes towards improving school safety; and 10) Attitudes towards the use of the police in school.

Recommendation 25: The student and teacher surveys should be based on large, random samples of students and staff. The sampling strategy should ensure that the final sample is representative of the types of communities and schools that make-up the Toronto District School Board. For the student survey, we recommend that the sample size should consist of at least 5,000 students (randomly selected from at least 40 schools). For the staff survey, we suggest a sample size of at least 1000 teachers (randomly selected from a sample of at least 30 schools).

Recommendation 26: Having regard to section 302(9) of the Education Act, which mandates the canvassing of students with respect to their safety, the Panel recommends that the TDSB develop a policy for anonymously canvassing the school community on safety matters. Parental consent should not be necessary for such limited anonymous canvassing on safety as long as: 1) Students are fully informed about the purpose of the survey prior to survey administration; 2) Students are fully informed that their participation is voluntary and that they do not have to answer questions that they do not want to answer; and 3) Students are fully informed that the survey is both confidential and anonymous.

Recommendation 27: The TDSB should create high quality evaluation designs (pre-test/post-test control group/experimental group designs) to evaluate programs aimed at reducing violence in schools. The Panel further recommends that program evaluation be conducted by highly qualified, external researchers, who do not have a vested interest in documenting program success.

3.06.02 Tracking Safety

Current Gaps in Tracking Safety

In reviewing the policies of the TDSB, the Panel was advised of three separate reporting mechanisms that schools use to advise the TDSB and/or the Ministry of Education on school safety issues. The three mechanisms are as follows:

1. Violent Incident Reports – Requires that information relating to serious incidents leading to suspensions or expulsions and involving the police must be maintained in the Ontario Student Record (OSR);¹⁰³
2. Crisis Reports – Online reports filled out by school administrators and distributed by the TDSB Communications Department to a wide range of TDSB staff (from Chair of the Board, Director and Associate Director, Executive Supt. to Trustee and Superintendent of the school)¹⁰⁴; and
3. Weekly Incident Reports - This report is a high level record of cases involving weapons, police involvement, multiple student incidents (e.g. bullying scenarios) and incidents that may result in media interest. Schools report incidents to the responsible Safe Schools Administrator who prepares the Weekly Incident Reports for use by the Safe and Caring Schools Department. These reports are not distributed beyond the Safe and Caring Schools Department.

When it comes to data collection and analysis, Chair Sheila Ward (as she then was) expressed the view that “the Board is very accomplished at collecting data but weak at providing information”. Nowhere is this reality more apparent than in the data collection and reporting processes of the TDSB on issues of safety. The TDSB does not, as a matter of course, maintain comprehensive information tracking in respect of safety issues arising in schools. That is, there is no collation or integration of data flowing from Violent Incident Reports, Crisis Reports and Weekly Incident Reports.

While the Safe and Caring Schools Department provides regular reporting to the Trustees on data collected from the Provincially mandated Violent Incident Reports, according to Systems Superintendent Donna Quan (head of the Safe and Caring Schools Department), these reports significantly understate incidences of violence occurring in the TDSB system. That is, the provincial system of mandatory reporting does not capture a significant proportion of violent incidences that occur within the TDSB. This is due to, among other things, the reality that incidences of violence may not necessarily involve suspensions or expulsions; for example, if the incident involves trespassers on school property this would not result in the Provincially mandated report being completed.

¹⁰³ Provincially mandated forms flowing from the Ministry of Education policy document: Violence-Free Schools Policy, 1994

¹⁰⁴ Operational Procedure PR.569 COM

The second method cited above for incident reporting involves Crisis Incident Reports which are completed by school administrators and distributed by the TDSB Communications Department to a wide range of TDSB staff. These mandatory Reports date back to the creation of TDSB Policy PR.569 COM entitled, “Crisis and Incident Reporting” which occurred in and around 1999. This report system is not geared solely to issues of safety (eg. Burst water mains could be included) and does not provide detail when violent incidents are the subject of reports (likely due to the level of circulation of these Reports).

Superintendent Quan advised that when she took over the department in the Fall of 2005, there was no internal method of tracking violent incidents within the Safe and Caring Schools Department. Accordingly, Superintendent Quan implemented non-mandatory Weekly Incident Report forms. Limitations on staffing and overall available funding have meant that, while this information is sporadically collected, there are no means of actually assimilating and collating this data so as to permit regular tracking of safety issues.

In the end, the Panel expended significant human resources in order to analyze all of the Board’s Weekly Incident and Crisis Reports over the last two years to prepare its own trend analysis for the purposes of understanding what directions qualitatively, and quantitatively, violent incidents have taken in the past two years. In doing so, the disparities in the reporting structures became even more apparent. The nature of these reports suggests that there should be considerable overlap among all the reports; however, when reviewing the reports for the last two years, it was clear to the Panel that many items in the Crisis Reports were not included in the Weekly Incident Reports and *vice versa*. Further, an incident would be reported in the Weekly Incident Reports with a specific date that the incident occurred; but that same incident is recorded in the Crisis Reports as two weeks earlier than the date reported in the Weekly Incident Reports. There are instances when the same incident reported in the Weekly Incident Reports and the Crisis Reports is described differently.

Safety Tracking in Action at the TDSB

To fully comprehend the difficulties inherent in the current system, it is useful to look at the numbers generated by the various reports and how the system reported on the death of Jordan Manners.

In reviewing the non-mandatory Weekly Incident Reports, serious issues of under-reporting can be seen in respect of the Northwest 2 family - of -schools. From January 13, 2006 to and including December 22, 2006, there were 1,112 total incidents reported to Safe School Administrators. Of the 1,112 incidents, only 176 were from the NW quadrant and only 23 were reported in the NW2 family-of-schools. Therefore, 15.82% of all incidents reported took place in the NW quadrant. Only 2.06% of all incidents reported took place in NW2. In addition, 13.07% of the incidents reported in the NW were from the NW2.

From January 8, 2007 to and including November 30, 2007, there were 912 total incidents reported to Safe School Administrators. Of the 912 incidents, 127 were from the NW quadrant and 24 of the reported incidents were from the NW2 family-of-schools. In total, 13.92% of all incidents reported took place in the NW quadrant. Only 2.63% of all incidents reported took place in NW2. In addition, 18.89% of the incidents reported in the NW quadrant were reported from schools in the NW2. Although the number of incidents in the NW quadrant and the NW2 family-of-schools appears lower than other families-of-schools, the Panel is concerned that the numbers reflected in the Weekly Incident Reports may not be accurate.

The Panel's first concern stems from the fact that administrators are not required to complete Weekly Incident Reports. The Panel's second concern is derived from the fact that two very serious incidents that occurred at C.W. Jefferys were not included in the Weekly Incident Reports or the Crisis Reports. The first incident was the tragic death of Jordan Manners. The second incident was an alleged sexual assault that occurred at C.W. Jefferys and that involved multiple students.

The numbers reflected in the Weekly Incident Reports also appear to be low when compared to the fact that during the same period of time, the NW quadrant generally had the highest percentage of students suspended and expelled. The NW quadrant (for 2006-2007) had the highest number of suspensions and expulsions when compared to all other families-of-schools.

As a result of the two glaring omissions mentioned above and the expulsion and suspension data, the Panel finds that the number of reported incidents in the NW quadrant and the NW2 family-of-schools is artificially low. The Panel further finds that it is likely that principals are under-reporting incidents at their schools.

The Panel recognizes that there are many factors that could prevent a principal from preparing a Weekly Incident Report. A principal may not have time to produce the report and may have already formally advised the Safe and Caring Schools Department of incidents and may view the Weekly Incident Report as redundant (especially if a Crisis Report has been prepared). Despite the genuine reasons for not completing a Weekly Incident Report, the Panel is concerned about the appearance of inadequate reporting by principals. The omissions in the Weekly Incident Report invariably lead to a suspicion that principals are under-reporting so as to ensure that the Safe and Caring Schools Department does not view their school as problematic. Even the appearance that principals are masking violent incidents at their school undermines the fostering of a culture that is supportive and encouraging of reporting serious issues of school violence. As stated above, Board staff currently provides yearly reports to the Trustees in the form of student discipline reports that include, among other things, violent incident reports. On its face, this permits a tracking of all "Violent Incident Reports" generated by the Board. Indeed, the Safe and Caring Schools Department has done this violent incident tracking for the last five years. The student discipline reports include suspension and expulsion data as well as violent incident tracking.

As stated above, Systems Superintendent Quan acknowledged that the incidents reflected in “Violent Incident Reports” do not even represent the majority of the incidents of violence. It was partly due to this reality that Superintendent Quan instituted weekly incident reporting. The truly unfortunate aspect of the current situation is that the usage of the title “Violent Incident Reports”, feeds a misconception (however unintentional) that there is actual accurate and effective tracking of violent incidents by the TDSB with respect to its schools. This is far from the case. There is simply no effective tracking of violent incidents, such as trespassers or other individuals who may not be the subject of suspensions or expulsions. Indeed, the shooting of Jordan Manners did not result in either a weekly incident report or a “Violent Incident Report”. There is currently a “mixed bag” system of mandatory and discretionary reporting that does not represent an accurate picture of the full extent of violent incidents across the TDSB. Further, there appears to be no procedure for follow-up when incidents do make their way into one of the three categories of: weekly, crisis or violent incident reports.

Safe School Transfers

In respect of Safe School Transfers, similar challenges are faced by the Safe and Caring Schools Department when it comes to the compilation of figures with respect to tracking Safe School Transfers. The Panel had requested the number of students who were safe school transfers over the last 4 years for the purposes of trend analysis. The result was that the Safe and Caring Schools Department was able to produce the figures for 2006-2007, grouped by family-of-schools. An extensive delay was experienced in receiving this data as it had not been previously created and was only assimilated for the purposes of the Panel’s work. Ultimately, it was simply too onerous a task to compile proper tables for the previous years 2002-2006 in analyzing safe school transfers by families-of-schools.

It is the Panel’s view that, in order to comprehend the dimensions of the safety issues at the TDSB, it is necessary to have an accurate picture of the trends that are developing amidst the 525 schools within the Board’s jurisdiction. Of course, this means having the ability to gather data and to produce useful trend analysis based on assimilation of the data. A limitation of resources at the TDSB means that this is not happening.

Safety Audits

Another example of challenges that have surfaced in respect of the Board’s ability to track safety issues is reflected in the “safety audit” process employed by the Board. Following the Panel’s consultations with C.W. Jefferys administrators, it became apparent that none of the administrators understood how the safety audit process works through the Safe and Caring Schools Department.

The reality is that limitations of resources means that safety audits have not been the norm at TDSB schools but have only occurred when principals have requested them. Again, this reflects a difficulty in tracking safe issues. In the end, as a result of the

Panel's inquiries, safety audits have now been done in several of the schools in the North West 2 family-of-schools.

Therefore, the Panel is of the view that a new approach is necessary for collecting safety incident information to ensure consistency and accuracy in data gathering. This should translate to more effective methods for measuring trends in safety issues. An area that warrants special attention is the 3 layers of incident reporting.

Recommendation 28: The Board should consolidate the Weekly Incident Reports and the Crisis Reports into a "Safety Incident Report" that would be used to document all incidents – both violent and non-violent – related to school safety. This standard form would be mandatory and would be used to document the following types of incidents within the school environment: physical threats, threats involving weapons, minor physical assault (not causing injury), major physical assault (causing injury), robbery/extortion, theft, sexual harassment, minor sexual assault (inappropriate touching or grabbing), major sexual assault (forced sexual contact), property damage and weapons at school. Safety Incident Reports should be created by a principal for each incident and submitted to the Safe and Caring Schools Department every week. The Safe and Caring Schools Department would consolidate the Safety Incident Reports by quadrant, FOS, and school, and circulate the Report to the Chair of the Board, Director, Associate Director, Executive Superintendent to Trustees, Superintendents, and all administrators.

Recommendation 29: Each year the TDSB should produce a detailed report on school safety issues using data collected from individual schools. The information gathered for these Annual Reports could be based largely on the "Safety Incident Report". Official school data should be further broken down by the following variables: 1) gender of offenders and victims; 2) age of offenders and victims; 3) grade of offenders and victims; and 4) racial/ethnic background of offenders and victims.

The above noted data collection will serve multiple purposes including: 1) The identification of emerging problems or issues at the Board level or within individual schools; 2) Ongoing trend analysis to determine whether school safety is improving or deteriorating at the Board level or within particular schools; 3) The identification of the types of students and staff most at risk of both victimization and offending within the school environment; 4) The examination of whether school disciplinary practices have more of an impact on some students (i.e. minority males) than others; and 5) the success or need for improvement in safety improvement programs, (e.g.-anti bullying initiatives).

Conclusion

It is imperative for the TDSB to create more effective methods for measuring trends in safety issues. Systems Superintendent Quan was asked about the limitations currently on tracking safety. She advised that there are two areas in which serious improvement in the Safe and Caring Schools Department are necessary in order to make progress on tracking safety issues. Firstly, there is a pressing need to create those technical conditions necessary for tracking data in an automated fashion such that incident reporting is collected, collated and analyzed. Secondly, progress cannot happen without effective follow-up responses to issues identified as a result of tracking issues. This involves the ability to develop serious and sustainable action-plans that allow for program planning and resources. Such follow-up response systems are currently lacking.

According to Superintendent Quan, the human resources necessary to accomplish the above would involve hiring a business analyst to help develop and operate the automated system necessary to track safety issues, along with a full-time dedicated researcher whose function would be to develop the necessary trend studies and follow-up program planning and resource allocation. The Panel agrees with Superintendent Quan. If the TDSB is to successfully identify safety issues in a proactive fashion, it must dedicate resources to allow for accurate and effective trend analysis as well as credible follow-up.

3.06.03: Renewal: Creating a Positive Bond Between Students and Teachers

Everywhere, the refrain of the Toronto students, however starkly amended by different schools and different locations, was essentially the refrain of all students. Where are the courses in Black history? Where are the visible minority teachers? Why are there so few role models? Why do our white guidance counsellors know so little of different cultural backgrounds? Why are racist incidents and epithets tolerated? Why are there double standards of discipline? Why are minority students streamed? Why do they discourage us from University? Where are we going to find jobs? What's the use of having an education if there's no employment? How long does it take to change the curriculum so that we're a part of it?

Stephen Lewis Report on Racism in Ontario to the Premier (Summer 1992)

In the Interim Report, the Panel described a breakdown in the relationship between students and teachers. The data collected from surveys and the information received by the Panel during the consultation process has clearly demonstrated the deterioration in what should be a very positive relationship. What is most alarming to the Panel is that the deterioration is being observed by students and teachers alike. The data collected from the student and teacher surveys at both Westview and C.W. Jefferys clearly illustrate this point.

The Interim Report highlighted the comments made by students at C.W. Jefferys that expressed concern over that the breakdown of the student teacher relationship. The survey data at C.W. Jefferys confirmed that this breakdown has become a significant issue. When asked whether students often talk back to teachers in class, 25.5% of the teachers surveyed strongly agreed with the statement and 25.5% agreed with the statement. Furthermore, 43% of teachers surveyed felt that the behaviour of students at C.W. Jefferys had gotten much worse in the last two years and 18% felt that students behaviour had gotten worse in the same period of time.

Based on the Panel's consultations with teachers and students at Westview, it would appear that the breakdown in the student teacher relationship is not as pervasive at Westview. Of the staff who consulted with the Panel, only three described incidents that would suggest a breakdown in the student teacher relationship. Two teachers described students swearing at them during class and one teacher spoke of being afraid in her class because of a fight that occurred during the class. Unfortunately, as described earlier in the Final Report, many teachers at Westview, including two of the three detailed above, asked the Panel to turn off the tape recorders at points where they described difficulties at the school. As such, the Panel is not in a position to provide quotes on this topic as we had done with the teachers at C.W. Jefferys. The student consultations did not detail many problems in the student teacher relationship with only a handful of students speaking about problems between teachers and students.

As with C.W. Jefferys, the anonymous surveys provided a better picture of the health of the relationship between students and teachers. The anonymous teacher surveys conducted at Westview do, however, suggest that there has been deterioration in the relationship of teachers and students. Of the teachers surveyed at Westview, 57.9 % feel that students at this school "refuse to obey their teachers" is a very serious or serious issue. In addition, 60.5 % of the teachers surveyed strongly agreed or agreed with the statement that there were too many students at Westview who don't respect their teachers. Students shared the teachers' perceptions. 21.2 % of the students surveyed at Westview viewed students who talk back to teachers as a very serious issue while 30.3% believed it was a serious problem. Furthermore, 75.7% of the students surveyed at Westview either strongly agreed or agreed with the statement that there are many students at my school who do not respect their teachers. It is clear that both teachers and students see a problem in the relationship between students and teachers.

Further evidence of this problem can be found by analyzing the suspension and expulsion data at Westview for the past three years. In the 2004-2005 school year, Westview had 292 suspensions representing 13.69% of its student population. In the same year, Westview had 9 expulsions. In the 2005-2006 school year, Westview had 518 suspensions, representing 20.68% of the student population. In the same year, Westview had 9 suspensions. In the 2006-2007 school year, Westview had 450 suspensions, representing approximately 20.82% percent of the student population. In the same year, Westview had less than 6 expulsions. The pattern suggests that the behaviour of students has gotten worse at Westview over the past three academic school years.

The Interim Report detailed the breakdown in the student teacher relationship at C.W. Jefferys. The teachers' survey at Westview confirmed that the breakdown was not isolated to the experience at C.W. Jefferys. It is the Panel's belief, based on the data collected from both schools and consultations with various teachers' unions, parents' associations and student focus groups, that the breakdown in the student-teacher relationship is a growing trend in all schools across the Toronto District School Board. This Chapter of the Final Report will dissect the Panel's findings on the root causes of this breakdown and detail the Panel's recommendations for renewing the positive bonds between students and teachers.

The breakdown in the student-teacher relationship is not attributable to any one source. To the contrary, there are many factors that have led to this breakdown in relationship. Some of the factors include:

- 1) Racism, both real and perceived by members of the school community;
- 2) Lack of support for troubled youth;
- 3) Increase in delinquent behaviour by youth;
- 4) Lack of teacher classroom management training;
- 5) Lack of engagement of "at risk" youth; and
- 6) Lack of engagement by some teachers at "at risk" schools;

Racism and the Relationship Between Students and Teachers

It is important to note that part of the break down in the relationship between students and teachers is caused by the feelings expressed by some students that they are singled out for unmerited discipline based on their race. The data collected from the student surveys at C.W. Jefferys and Westview clearly details the perspective of students who feel that they are unfairly singled out by teachers. This is particularly the case for black students (African or Caribbean Canadian descent).

Unfortunately, the TDSB has not satisfied its obligation, pursuant to the Ontario Human Rights (OHRC) settlement, to collect its suspension and expulsion data to determine whether discipline at the TDSB has had an adverse effect on students from racialized communities and students with disabilities. As such, the Panel is not in a position to empirically analyze the perspectives detailed in the surveys. The failure of the TDSB to collect the aforementioned data is very troubling for two reasons: (1) It is the only method to accurately determine the true nature and extent of the problem; and (2) the absence of race data allows an unfair discrediting of the concerns expressed by racialized communities. In a paper commissioned by the OHRC entitled, "*The Ontario Safe Schools Act: School Discipline and Discrimination*", the author, Ken Bhattacharjee, explained the difficulties caused by the failure to collect this data:

The total absence of statistics on race and the inaccessibility to statistics on disability makes it impossible to determine with any certainty whether the application of discipline in schools is having a disproportionate impact on racial minority students and students with disabilities.¹⁰⁵

¹⁰⁵ Ken Bhattacharjee, "*The Ontario Safe Schools Act: School Discipline and Discrimination*", at pg. 25

The TDSB entered into a settlement with the OHRC on November 20, 2005. To date, the TDSB has not satisfied its obligation to analyze its suspension and expulsion data nor has the Panel been advised of any steps taken by the TDSB to begin to analyze this data.

Recommendation 30: The TDSB should analyze the Board's suspension and expulsion data to determine the adverse impact it has on students who are disabled or are members of a racialized community by March 31, 2008.

Ken Bhattacharjee's report relied upon several sources in determining that the application of discipline in schools is having a disproportionate impact on racialized students and students with disabilities¹⁰⁶. These sources included data collected in Nova Scotia by the Black Learners Advisory Committee¹⁰⁷, a student survey prepared by D. Ruck and Scot Wortley entitled, "Racial and Ethnic Minority High School Perceptions of School Disciplinary Practices: A Look at Some Canadian Findings"¹⁰⁸, and anecdotal evidence derived from interviews and consultations. In relying on these sources, Mr. Bhattacharjee found that there was evidence that the application of discipline in schools is having a disproportionate impact on racial minority students and students with disabilities.

The data collected in the Panel's work at C.W. Jefferys and Westview lends strong support for the proposition that school discipline disproportionately affects racialized students. At C.W. Jefferys, 31.4% of students surveyed found that racial discrimination by teachers against students was a very serious problem while 14.9% felt that it was a serious problem. The student survey data reveals that almost two-thirds of black students (59%) believe that students from their racial group are more likely to be unfairly expelled from school than students from other racial backgrounds. Similarly, over half of the black respondents (52%) believe that discrimination makes it difficult for students from their racial group to get good grades at school. These sentiments are less likely to be shared by other racialized communities. For example, only 22% of Asian students 16% of West Asian students and 14% of South Asian students believe that students from their racial group are more likely to be unfairly expelled from school than students from other racial backgrounds. Similarly, only 24% of Asians, 23% of South Asians, and 5% of West Asian students believe that discrimination makes it difficult for students from their racial group to get good grades at school.

At Westview, the perception of racism was less pronounced but still very strong. At Westview, 28.6% percent of students surveyed found that racial discrimination by teachers against students was a very serious problem while 16 % felt that it was a serious problem. The student survey data collected at Westview revealed that almost two-thirds

¹⁰⁶ *Ibid.*, at pg. 25, Mr. Bhattacharjee's report was published in July, 2003.

¹⁰⁷ The Black Learners Advisory Committee accessed data from the Halifax Regional School Board from 1987 to 1992, which showed that Black students were being disproportionately impacted by the application of suspensions. Although Black students represented only eight percent of the student population, they accounted for sixteen to twenty percent of Suspensions.

¹⁰⁸ (2002) 31(3) Journal of Youth and Adolescence:

of black students (53%) believe that students from their racial group are more likely to be unfairly expelled from school than students from other racial backgrounds. Similarly, just under half of the black respondents (48.4%) believe that discrimination makes it difficult for students from their racial group to get good grades at school. Over half of the black respondents (54.7%) indicated that the school is more likely to call the police on racial minority students than white students. Like C.W. Jefferys, the survey data indicates that these sentiments are less likely shared by other racialized communities.

The Panel finds that the application of discipline in the TDSB continues to have a disproportionate impact on racialized students. In making this finding, the Panel relies upon the Panel's survey of students at C.W. Jefferys and Westview, as well as numerous consultations with students, teachers, administrators, parents, community organizations, youth advocates and employees at the TDSB. Two years have passed since the OHRC settlement and very little has been done to correct the discriminatory application of discipline by TDSB schools. In a consultation with various TDSB employees who described themselves as members of the Systems Equity Team, the Panel was advised that the TDSB was not committed to anti-racist education. The Panel was told, "there was no political will at the top level" to ensure that equity, "was embedded in the education culture".

Sadly, this is not the first time the TDSB has been directed to the fact that the application of discipline is discriminatory. Prior to the OHRC settlement, the TDSB Task Force on Safe and Compassionate Schools recognized this problem:

Based on the anecdotal and empirical data as well as minimal quantitative data, it is apparent that the TDSB's safe schools policy impacts disproportionately on students from racialized and marginalized communities. Without statistics on race, it is impossible to know this with any certainty, allowing an unfair discrediting of these communities concerns.¹⁰⁹

At page 15 of the Report, the Task Force made several recommendations aimed at addressing the perception of discrimination against students from racialized and marginalized communities. Unfortunately, very few of the Task Force's recommendations were adopted by the TDSB.

With many students expressing genuine concern that they are targeted by school staff because of their race, it is not surprising that students from racialized communities feel isolated from their school community. The stench of discrimination and racism infects the school and can affect teachers who are not intentionally discriminating against racialized students. With a very palpable tension in the school, a good intentioned teacher can become afraid to appropriately discipline or question the behaviour of a racialized student for fear of being labelled a racist. One teacher at Westview described this problem to the Panel as follows:

¹⁰⁹ Toronto District School Board Task Force on Safe and Compassionate Schools, Report, at pg. 10

It could use a really good honest debate. But people are uncomfortable with the debate because, you know. I've been uncomfortable just talking about what I've just talked about because you know, you know because there is this sense of political correctness even though I feel comfortable in what I'm saying. I still sometimes wonder if the person is listening to me going to take it the wrong way. What are the words I use in certain situations. You know I think we almost have to expand our vocabulary a little bit and to improve communications.

The data collected from the teachers' survey at Westview and C.W. Jefferys details this same problem. 17.6 % of the teachers surveyed at C.W. Jefferys indicated that they would strongly agree that they are sometimes afraid of being called a racist by the students at this school, while 21.6 % of the teachers' surveyed agreed with the same statement. It should be noted that 60.8 % of the teachers surveyed indicated that they strongly disagreed or disagreed with the above noted statement. At Westview, 13.2 % of the teachers surveyed indicated that they strongly agreed that they are sometimes afraid of being called a racist by the students at this school while 21.1 % agreed with the statement. Despite the fact that a minority of teachers are concerned about being labelled a racist, the Panel finds this to be a very serious issue.

Recommendation 31: Multicultural, anti-racism staff development should be provided to teachers, administration, and school staff at every school.

Staffing Schools and Training Teachers in "complex needs communities"

At a joint symposium held by the Panel and the Ontario Human Rights Commission entitled, "Breaking the Logjam: A Blueprint for Progress on School Safety", the Panel heard from Jeff Kugler, a former principal at the TDSB and the current executive director of the Center for Urban Schooling at the Ontario Institute for Studies in Education. Mr. Kugler described the work he and other educators did in preparing the Model Schools for Inner-Cities Task Force Report. During his presentation at the Symposium, Mr. Kugler explained how his vision of model schools in inner cities included staffing the schools with teachers who actually wanted to teach at these schools. In furthering this aim, Mr. Kugler explained that teachers who wanted to leave the school should be free to do so without any negative consequences. Unfortunately, the Task Force's proposal was not adopted by the TDSB. Students at both C.W. Jefferys and Westview share Mr. Kugler's concern:

Get teachers who actually want to teach here. Do not just put someone here because they are a teacher and have to be here. Show it, show that you actually care. I always say, your mouth is made to say anything, your action is what actually show it.

The Panel agrees with the opinions expressed by Mr. Kugler and shared by many students. Teachers who do not want to teach at schools in "complex needs communities"

should be able to transfer out of the school without any negative consequences. The Panel recognizes that teaching students from “complex needs communities” is not an easy task and requires specialized on going training that is meant to address a teacher’s ability to handle all the needs of students. In order to be effective, teachers must understand and be alive to the unique social and economic conditions affecting students from “complex needs communities”. Handling the pressures that are associated with these tasks is not easy and can cause teachers a great deal of stress. The Panel recognizes that the teachers who may request a transfer from schools in “complex needs communities” are not bad teachers and in many cases are teachers who have dedicated their life to their school community but may need a respite from the stresses of the job. One teacher described this reality to the Panel as follows:

This school is not for everybody, we have some teachers in the school now, there are some teachers who need to leave, they are burned out they are tired , they are drained and they need a different environment, they need a different kind of student, they are not allowed to go because of the transfer process you have to go through and to get a transfer to another school is very difficult.

Recommendation 32: The TDSB should amend its transfer processes to permit teachers at schools in “complex needs communities” to be transferred to a different school upon request. Teachers should be permitted to have input in the location of their transfer. Such transfers should not have a negative impact on the teacher’s career advancement.

Recommendation 33: TDSB teachers working in “complex needs communities” should be given a thorough orientation on the social and economic conditions affecting students in these communities. This orientation would be delivered by a team that includes local community organizations and leaders and students or former students.

In recognizing that “complex needs” students’ are quite diverse and involve more than just teaching a child, teachers cannot be given the sole responsibility for addressing all a students’ needs. The Panel commends the TDSB on providing extra staff supports to both C.W. Jefferys and Westview in the current academic year. This additional staffing is a recognition of the necessity to provide schools with the appropriate resources to address ALL “complex needs” students.

Recommendation 34: The Toronto District School Board should establish school-based teams made up of social workers, child/youth workers, and teachers to help family caregivers navigate and access the mental health services their children and youth require and these teams should make use of a variety of treatment techniques and work across disciplines.

In a subsequent section of this Chapter, the Panel discusses in greater detail the need for additional support staff at schools with a large population of marginalized or “complex needs” students.

During the Panel’s consultations with teachers at C.W Jefferys, it was recommended that younger teachers receive training on classroom management. Experienced teachers from the C.W. Jefferys staff explained that the younger teachers had problems controlling their classes. In addition, many teachers at both C.W. Jefferys and Westview expressed their desire for having a formal mentoring system for younger teachers. During a consultation at Westview, one staff member advised the Panel that Westview had begun a mentorship program for new teachers. The mentor is generally an experienced teacher from the same department.

The Panel finds that classroom management training is essential for all teachers. In particular, teachers should be trained on classroom management in the particular context of an “at risk community” school. The behavioural issues at schools from “complex needs communities” may be similar to their Board wide counterparts but the suspension/expulsion data suggest that the frequency of delinquent behaviour may be higher in these areas. In light of this unique problem, the Panel believes that specialized training is required for classroom management techniques for teachers teaching at schools in “complex needs communities”. Furthermore, the Panel believes that all TDSB employees at a school should receive “best practices” training so as to ensure that the best methods for addressing issues are being practiced across the board.

Recommendations 35: The Ontario Ministry of Training, Colleges and Universities should review and enhance mandatory classroom management training for all secondary school teachers, with an emphasis on the particular context of classroom management in the “complex needs community” setting. The Practicum year training should include an extended classroom management component.

Recommendations 36: The TDSB provide staff development in classroom management skills, with a particular focus on schools in “complex needs communities”. This staff development should be mandatory for teachers teaching in schools in “complex needs communities”. The staff development program must be subject to ongoing review and continuous growth.

Recommendations 37: Teachers who have been teaching for less than 5 years should be mentored by senior teachers.

Recommendations 38: The Toronto District School Board should put in place mandatory staff development for principals, vice-principals and senior administration on best practices in educational change.

Representative TDSB Staff Population

In June 1999, the TDSB enacted the Equity Foundation policy¹¹⁰. In the policy, the Board recognized the following:

The Board recognizes however, that certain groups in our society are treated inequitably because of individual and systemic biases related to race, colour, culture, ethnicity, linguistic origin, disability, socio-economic class, age, ancestry, nationality, place of origin, religion, faith, sex, gender, sexual orientation, family status, and marital status. Similar biases have also impacted on Canada's aboriginal population. We also acknowledge that such biases exist within our school system.

The Board further recognizes that such inequitable treatment leads to educational, social and career outcomes that do not accurately reflect the abilities, experiences and contributions of our students, our employees, and our parent and community partners. This inequitable treatment limits their future success and prevents them from making a full contribution to society.¹¹¹

In recognizing the above, the Board was to ensure, amongst other things, the following:

Our hiring and promotion practices are bias-free, and promote equitable representation of our diversity at all levels of the school system; that all our employees have equitable opportunities for advancement; that their skills and knowledge are valued and used appropriately; and that they have equitable access to available support for their professional development needs.¹¹²

As with many of the issues identified in this chapter, the underrepresentation of racialized communities in the education system has long been identified in Ontario. In 1992, Stephen Lewis' Report on Racism in Ontario identified this as a significant problem in the education system:

There wasn't a single non-white member of the staff. And then there was a Black participant, who rose shyly from the audience to say that he was a teacher and that his most touching experience came on his first day on the job, when a group of Black youngsters approached him, solemnly shook his hand, and said, "Thank Goodness. A Black teacher at last." I recite these things not to be maudlin, but to try to convey what's out there. The world has changed, and try as it may, education's having a tough time changing with it.

¹¹⁰ Policy P.037 CUR

¹¹¹ *Ibid.*, at pg. 1

¹¹² *Ibid.*, at pg. 2

The Action Plan of the Four-Level Government/African Canadian Community Working Group entitled, “Towards and New Beginning” and the Royal Commission on Learning report, “For the Love of Learning” also recognized, on a broader scale, the failure of every aspect of the education system to address issues of marginalized students.

In 2002, TDSB employees sought to establish an Action Plan in an attempt to create some specific targets and actions in order to implement the Equity Foundation policy. Unfortunately, the Action Plan was not implemented by the TDSB. The Ontario Human Rights Commission settlement with the TDSB included a provision requiring the TDSB to continue to actively recruit teachers and administrators from racialized communities. Section 6 of the Settlement reads as follows:

In accordance with its “Equity Foundation Statement”, the TDSB has and will continue to actively recruit qualified and certified teachers and administrators from within Canada and elsewhere who are members of racialized groups and will develop a procedure with respect to the recruitment, retention and promotion and racialized teachers in order that there is an equitable representation reflective of the Toronto Community. The TDSB will undertake to make the College of Teachers and the Ministry of Colleges and Universities aware of the TDSB’s position regarding:

- a. the need to ensure diversity in recruiting, and
- b. the need to remove barriers to access for internationally- trained teachers who apply to work in Ontario

In November 2005, after literally hundreds of days spent in hearings, the OHRC settled another complaint against the TDSB. The complaint was initiated by an African Canadian teacher named Francis Omoruyi-Odin. In the complaint, Mr. Omoruyi-Odin alleged that African-Canadian teachers faced systemic discrimination with respect to promotional opportunities in positions of responsibility at the former Scarborough Board of Education and also alleged that he was subjected to reprisals as a consequence of filing a complaint with the Commission in 1995. In settling this complaint the TDSB agreed to the following:

1. Use an established selection, promotion, and competition process for all positions of responsibility (and when practicable, for acting positions), including assistant chairs, chairs, assistant curriculum leaders, curriculum leaders, vice principals and principals, which includes Equity performance indicator “look fors” and behaviour based questions, including an interview question regarding demonstrated commitment to equity. The process will also include de-briefing a candidate as to why he or she was not selected, and using Equity performance indicator “look fors” and demonstrated commitment to equity when placing staff in acting positions in the absence of a competition; and

2. Establish and make known, a mentoring program for teachers who are interested in seeking promotional opportunities, including promotions to positions of responsibility, and that such a program will include a component focused on mentorship for racialized teachers.

In the above noted settlements the TDSB recognized the need for a workforce that is committed to equity and reflects the community it serves. Unfortunately to date, the TDSB's attempts to increase equity in its hiring practices have not been successful.

In March 2007, the TDSB commissioned a report by Barbara Herring & Associates to determine how well its employees at all levels reflect the demographics of the community it serves. The report indicated that there was a dramatic and steady increase in the representation of Visible Minorities through the past 15 years as their representation in the Toronto population increased. The report also indicated that several ethnic groups were under-represented in the TDSB workforce compared to the City of Toronto population: East Asian, South Asia, Black African, Hispanic/Latin American, Middle Eastern and White Eastern European. The report also indicated that only approximately 5% of all teachers (elementary and secondary) are African-Canadian. Furthermore, the report found that African-Canadians were under-represented in Senior Management levels. The lack of diversity in the education system has been identified as a serious issue for over a decade and sadly very little has been accomplished in resolving this issue. Given the lack of representation of visible minorities in the TDSB, this issue must be resolved as soon as possible.

The "letter of permission" would be one vehicle to assist in the Ontario certification of internationally trained teachers without requiring them to return full-time to a Faculty of Education for one year. Letters of permission were previously used to assist in bringing tradespersons into teaching positions in Technological Studies programs. Two summers at a Faculty of Education combined with two years of successful teaching in an Ontario school would result in the internationally trained teacher receiving Ontario teacher accreditation.

Recommendation 39: The Panel affirms the recent initiatives taken by the TDSB with respect to diversity and equity in its recruitment practices. The Panel calls on the TDSB to establish specific targets and timeframes with respect to employment equity. The Equity Foundation Statement should be implemented with respect to hiring and HR processes. This would include increasing the total number of internationally trained teachers.

Discussions among the OSSTF (District 12), senior administration at the TDSB and the Panel suggests the possibility of a strong commitment to develop "representativeness" in the staffing of TDSB secondary schools. This concept would:

- increase human resources to the LOI (Learning Opportunity Index) neediest schools;
- improve the cultural and racial diversity among teaching staff;
- allocate more dollars in the short-term toward secondary staffing.

The process of moving toward representativeness would involve lowering the class size caps in the top LOI schools to create more vacancies – not school-by-school but system-wide. The outcome is the need for increased human resources. Lowering the class size cap in the top LOI schools will create more vacancies specifically in those schools thereby allowing for movement of staff into the LOI schools. This in turn will create vacancies across the system, which may also be filled by new hires.

Funding advocacy initiatives in discussions among the OSSTF (District 12), senior administration and the Panel suggest a tri-partite thrust toward:

- The Ministry of Education should make changes to the funding formula, as detailed below (see section 3.06.04);
- OSSTF and the TDSB should take initiative to have input into the 2010 provincial funding formula review;
- Short-term increased dollars should be allocated from permanent, core funding to assist with the representativeness.

Continued promotion of initiatives already underway with the Faculties of Education toward hiring for racial/cultural diversity and interest in working in marginalized communities will continue through both the TDSB's and the Federation's links in teacher education.

Recommendation 40: The TDSB should lower class sizes in the LOI secondary schools to create more vacancies, and thereby, allow for movement of staff into these schools. This in turn will create vacancies across the system which may ultimately be filled by new hires. It is contemplated that these changes will enhance the cultural and racial diversity amongst the TDSB's teaching staff.

Student Engagement

During a consultation with the System Equity Team, the Panel was advised that there was a significant achievement gap for students from racialized communities. The Student and Community Equity Executive Officer at the TDSB, Lloyd McKell, described this achievement gap as follows:

We have within out diversity of students, we have delivered a system in which the end of it every year our students come out with differential outcomes. That is not simply on the basis of observed or anecdotal evidence, although clearly those are factors that are put into the mix, what students and parents tell us that there students have achieved based on their skills and what not, but we have evidence.

Both that beginning point of secondary schools and the end point of our outcome demonstrate significant achievement gap. And so I mention those

statistics simply because we have evidence to show that the achievement gap exist for students and that gap is related to demographics in this case like country of origin we have just completed a student survey which would give us finely tuned demographic barrier because we will have ratio data as well as the characteristic and we will be able to correlate that data with our student achievement data

The empirical evidence provided by the TDSB to describe the achievement gap was a Research Paper prepared by Robert S. Brown in April, 2006 entitled, “The TDSB Grade 9 Cohort Study: A Five Year Analysis, 2000-2005” (“Cohort study”). In the Cohort study, the TDSB tracked a grade nine cohort of 18,798 students to track their progress to graduation. Overall, the data showed that 8% of students had not graduated but were still enrolled in the fall of 2005 for year six of their secondary school studies. In addition, the study found that 23% of students had dropped out by the end of year 5. The study also found that students can be identified as “at risk” for dropping out after their first year of secondary school education. The study detailed many factors to predict “at risk” students in grade nine including the region of birth, whether the student had achieved fewer than seven credits by the end of year one, and whether the student came from a lower income neighbourhood. The report also details a strong correlation between absenteeism and dropout rates. The study noted that students with greater than 10% absenteeism are at-risk to dropout, and students with greater than 20% absenteeism are highly at-risk to dropout.

With respect to region of birth, the study found that English speaking Caribbean students, Central and South American/Mexican students and East African students all had a greater percentage of dropping out and achieving less than seven credits in grade nine then their Canadian born counterparts. For example, the percentage of Canadian born students who achieved less than seven credits by grade 9 was 21%. It should be noted that this number may actually be higher as Aboriginal people were not included in the definition of Canadian born. The rate for English speaking Caribbean students was 40% and East African students was 31%.

The dropout rates showed similar results with English speaking Caribbean students having a dropout rate of 40% and East African students having a dropout rate of 32%. Canadian born students had a dropout rate of 23%. More telling is that the Cohort study detailed that many “complex needs” communities had a dropout rate of higher than 35%. This included the following areas (tracked based on postal code of student residence):

Beechborough-Greenbrook	North St. Jamestown
Black Creek	Regent Park
Brookhaven-Amesbury	Rock-Smythe
Corsa Italia Davenport	Rustic
Downsview-Roding-CFB	Thistletown-Beaumont Heights
Elms-Old Rexdale	West Humber-Clairville
Glenfield-Jane heights	Weston
Little Portugal	Weston-Pellam Park
Mount Dennis	Woodbine-Lumsden
Mount Olive-Silverstone-Jamestown	York University Heights

It should be noted that this study was based on country of origins, not race, so it will include students born in Africa and the Caribbean, which may include non-Black students. In addition, there is no identification of Black students born in Canada or elsewhere in the world. We have been advised by Mr. McKell that the second part of the TDSB student census will detail any correlation of race data with achievement data.

The Panel accepts Mr. McKell's submission that there is an achievement gap at the TDSB. At minimum, the data detailed above illustrates that there is a significant achievement gap based on region of birth. While there is limited recent empirical evidence that details the achievement gap for Black students in the TDSB, there are a number of sources that have pointed to the disparity in the success of Black students. The Canadian research in this area suggests that racial minority students, particularly Black students, are more likely to be enrolled in basic rather than advanced academic programs, achieve lower grades and have disproportionately high dropout levels¹¹³.

Evidence of the achievement gap has been detailed in Ontario for quite some time. At the school board level, data was collected by the pre-amalgamation Toronto Board of Education and the York Board of Education that detailed the difficulties in student success experienced by Black students. The Royal Commission Report on Learning entitled, "For the Love of Learning", detailed the results of this historical data:

Probably the most comprehensive data are those available from the Toronto Board of Education. These indicate that 9 percent of its secondary school students in 1991 – 92 were black; in that year, they made up only seven percent of students in the advanced level, but 16 and 18 percent of the general and basic levels respectively. Between 1987 and 1991, there was a slight increase in the proportion of black students studying at the advanced level.

Data showed that 36 percent of black secondary school students were "at risk," based on their grades in English and Math courses; this pattern was repeated when only students in the advanced level were considered and when the black student category was broken down into those born in Canada, in Caribbean countries, and in Africa. Even black students who

¹¹³ (Henry, Frances and Carol Tator. 2005. *The Colour of Democracy: Racism in Canadian Society* (3rd Edition). Toronto: Thomson-Nelson.; James, Carl. 2003. *Seeing Ourselves: Exploring Race, Ethnicity and Culture* (3rd Edition). Toronto: Thompson.; Davies, Scott and Neil Guppy. 1998. "Race and Canadian Education." Pp. 131-156 in Vic Satzewich (Ed.), *Racism and Social Inequality in Canada*. Toronto: Thompson.; Dei, G. J., Holmes, L., Mazzuca, J., McIsaac, E., and Campbell, R. 1995. *Drop-out or Push Out? The Dynamics of Black Students' Disengagement From School*. Toronto: Department of Sociology in Education, OISE; James 1990; James, Carl. 1990. *Making It: Black Youth, Racism and Career Aspirations in a Big City*. Oakville: Mosiac Press; Dei, G., Mazzuca, J., McIsaac, E., and Zine, J. 1997. *Reconstructing 'Drop-Out': A Critical Ethnography of the Dynamics of Black students Disengagement from School*. Toronto: University of Toronto Press. Briathwaite, K and Carl James. 1996. *Educating African-Canadians*. Toronto: James Lorimer and Company.

have university-educated parents, or parents in professional occupations, or who live with both parents, continue to do disappointingly, according to the Toronto data. On the other hand, compared to 1987 data, there has been a statistically important improvement, mostly by Canadian-born and African-born black students, although black students still remain significantly behind their peers.

In a separate analysis, the Toronto board tracked students who were in Grade 9 in 1987 and analyzed their record of achievement, based on results at the end of 1992. It found that 42 percent of the black, 1987 Grade 9 students had left the system by the end of 1992 without graduating. Even among those whose parents were in semi-professional occupations, black students were more likely to drop out.

Black parents are concerned that the large portion of black students in the general- and basic level courses (as opposed to advanced-level courses) not only limits their opportunities to enter post secondary education programs, it also increases the risk that they will drop out. This is confirmed by the Toronto Board data, which indicate that the non-completion (or drop-out) rate of all students is 21 percent from the advanced level, 48 percent from the general, and 64 percent from the basic.

The Board of Education for the City of New York has also compiled comprehensive data on the achievement levels of various sub-populations. Their data also found that black students are less likely to be taking advanced-level English and in particular, are less likely to take math courses. Only 44 percent of black students were in the advanced math course, compared to a significantly greater percentage of other students.¹¹⁴

In light of the above, the Panel finds that there is a significant achievement gap for African-Canadian students.

Dr George J. Sefa Dei, the chair of the Department of Sociology and Equity Studies at the Ontario Institute for Studies in Education, has published many articles and texts detailing the achievement gap between black students and their counterparts. In one of his texts he detailed the following:

In June 1991, a confidential study by the Anti-Racist Directorate of Ontario's provincial Ministry of Citizenship was released to the press. The report indicated that Black students are dropping out of the provincial school system in much greater proportion than other minorities and Whites. This study, entitled *Report of the Sub-Committee on Racial Minority Youth and Visible Minority Youth*, explored the issue of education of racial minorities and found an overrepresentation of Blacks in

¹¹⁴ Royal Commission on Learning, *For the Love of Learning*, pg. 432

vocational schools and an underrepresentation in advance level programs.
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Dr. Dei conducted a study of over 150 black students, 22 of whom were dropouts and youth designated “at risk”. In his study, Dr. Dei detailed the concern of Black students that classroom discourses only occasionally spoke to their experiences. Dr. Dei noted that Black students “yearn for the schools to reflect the communities in which they live and vice versa, and are very frustrated because this is not happening”. Dr. Dei argues that you cannot divorce the experience felt by Black students from such behaviours as truancy, questioning of authority and other rebellious acts which tend to land students in trouble with school authorities¹¹⁶.

The TDSB’s Census clearly reflects the perspective advanced by Dr. Dei. The recent census data suggests that Toronto's racially diverse students want to learn more about their cultures. Two-thirds of the students surveyed say learning about their own race would make school more interesting and almost half believed it would help them do better in school. Currently, the TDSB Afrocentric curriculum is designed as an inclusive curriculum ranging from units in music, art, social studies, dance and drama written with a Black focus.¹¹⁷

Another significant issue is the limited expectations that are put on Black students. Black students believe that teachers often give up on them easily or that they don't treat them as serious students. This issue has long been identified by academics and is a perception that is not lost on current students¹¹⁸. One student from Westview described the various stereotypes and limited expectations that are placed on Black students, stating that some teachers feel like Black students cannot do well in mathematics. One student from C.W. Jefferys described the limited expectations as follows, “We are classified as underachievers and idiots.”

What is clear is that the present pedagogy is not working for “complex needs” students and Black students. One student from Westview explained to the Panel that the current method of teaching students is simply not working. A new pedagogy is required:

...if you are gonna be teaching here and then 50% or 60% of your students actually fail or drop out or feel that there is no hope, no one cares about them maybe there is something you are doing wrong The approach that has been taken here is not working for a lot of kids, a lot of kids are still feeling left out.

¹¹⁵ Dei, G. (1996) Black Youth and Fading out of School. From *Debating Dropouts: Critical Policy and Research Perspectives on School Leaving*. Deirdre Kelly and Jane Gaskill (eds.) Columbia University. U.S.

¹¹⁶ *Ibid.*, at pg. 179

¹¹⁷ *Africentric curriculum not enough*, Amanda Robinson,
<http://www.fims.uwo.ca/NewMedia2007/page2971402.aspx>

¹¹⁸ Dei, G. (1996) Black Youth and Fading out of School. From *Debating Dropouts: Critical Policy and Research Perspectives on School Leaving*. Deirdre Kelly and Jane Gaskill (eds.) Columbia University. U.S. at pg. 185

The Panel finds that the TDSB has not taken sufficient steps to re-engage students, in particular Black students. This should be done in a manner consistent with the Equity Foundation Statement.

Recommendation 41: Thorough curriculum reform should be implemented pursuant to the Equity Foundation Statement. There should be an action plan with specific time frames and accountabilities established.

In addition, the data collected by in the Cohort study indicates that early targeting of “at risk” youths can be done as early as grade nine.

Recommendation 42: The TDSB should identify “at risk” students based on two categories: (1) students with high absenteeism rates and (2) students who successfully complete less than seven credits by the end of grade nine. The Panel recommends that in secondary schools, students not attending class on a regular basis need to be flagged by the classroom teachers and reported to an attendance counsellor. A set of procedures should be established with positive measures for encouraging students to attend, including an advocate/mentor program for improving poor attendance. Suspension should not be considered a positive strategy in this case. School procedures should include counselling to provide students with understanding and workable solutions for attending school.

Recommendation 43: Guidance counsellors should meet with students identified as having successfully obtained less than seven credits so as to formulate a plan to obtain lost credits, including enrolment in a credit recovery program.

Recommendation 44: The TDSB should provide WRAPAROUND programming in schools where there is a significant population of students who are in jeopardy of falling outside of the education system.

Black focus schools have become a highly debated and contested issue in recent months. Many people have pointed to the alarming drop out rate of Black students as proof positive that the current pedagogy is not meeting the needs of Black students. They are correct.

Black focus schools have been debated for many years. The concept was first publically articulated as a method of re-engaging Black youth in “Towards A New Beginning”. In the Royal Commission on Learning Report, the Commission recommended the following:

We recommend that in jurisdictions with large numbers of black students, school boards, academic authorities, faculties of education and

representatives of the black community collaborate to establish demonstration schools and innovative programs based on best practices in bringing about academic success for black students.

Creating a racially focused school is not unprecedented in the TDSB. The TDSB currently has an Aboriginal school, the First Nations Public School, that has been operating for nearly 30 years. The First Nations School is discussed in great detail in a subsequent section to this Chapter.

The arguments both in favour and against Black focus schools were succinctly summarized in the Royal Commission Report:

The arguments in favour of BFSs are centred on building the prerequisites for academic achievement. Parents and teachers argue that, despite their attempts to bring about systemic change, not enough has been done or accomplished, and there is a need for more dramatic, potentially faster, action.

Others are not only concerned about the divisiveness such a proposal creates between groups, they are of the opinion that a policy based on race, whatever its intent, can become a racist policy. They believe as well that, in practical terms, because blacks in Canada must operate in a mixed society, moving from mixed schools would be a mistake. Don't separate the black students, they argue: fix the schools.¹¹⁹

Twelve years later the arguments remain the same, as does the issue that ignited the debate: Re-engaging Black students. The dropout rate of Black students has remained consistent from 1992 to 2005. The actions of the TDSB have not shown a clear commitment to the Equity Foundation Policy. The achievement gap still exists. The Panel finds that immediate action must be taken to address this issue.

Recommendation 45: Regardless of the direction that the TDSB and the communities take with respect to the issue of “Black-focused” schools, the Panel recommends that the TDSB develop an inclusive curriculum that will allow students to examine their own cultural and historical experiences and the experiences of living in their communities. Specifically, the TDSB should explore ways to incorporate African-centered perspectives and other forms of cultural knowledge in the education of youth.

The Panel is also of the view that programs aimed at creating youth leaders and empowering students should be available at every school. In particular, the Empowered Student Partnership (“ESP”) program is the largest school program in Canada that is equipped to empower students to develop, initiate and implement school safety programs. During the program, students gain important experience and develop leadership skills by

¹¹⁹ Royal Commission at pg. 432-433

planning, organizing and implementing safe and caring school programs. One of the aims of this program is to empower students to become a driving force for all safe school initiatives. The program is run in partnership among the TDSB, the Toronto Police Service, and the Canadian Safe Schools Network. The Panel has been advised by numerous sources that the ESP program has been highly successful in many schools. Subsequent to the release of the Interim Report, the TDSB established the ESP program in all secondary schools. The Panel applauds the TDSB for taking this step; however, the Panel believes that the benefits of this program should be extended to every school.

Recommendation 46: The TDSB should extend Student Empowerment Programs and Leadership Opportunities for Students.

Hallway Supervision

In the interim report, the Panel discussed the problem of “hallway students”, students who have chronic attendance issues and who spend a great deal of time in the school hallways during class time. Teachers, administrators and students identified these “hallway wanderers” as a disruptive influence in the school. These hallway students are more likely to be experiencing academic difficulty and are at a greater risk of dropping out of school. The Panel’s consultations and survey work at Westview found similar concerns. The Panel believes that “hallway students” are an issue facing many schools in the Toronto District School Board.

Many of the students, teachers and administrators who consulted with the Panel expressed their sense that the schools have lost control over the hallways. Where such control is lost, the risks of harm or violence are increased. Violence tends to occur in areas such as hallways, playgrounds, bathroom, and cafeterias during periods in which there is little or no adult monitoring. Reclamation and ownership of these locations by teachers, administrator, and students has the potential to drastically decrease the prevalence of violence in schools.¹²⁰

Members of the school community have called for a greater adult presence in school hallways. However, consultations revealed very polarized positions regarding which adults should be that presence, in particular whether hall supervision should be the domain of teachers or hall monitors.

The role that teachers have played in hallway supervision has changed significantly over the course of the past decade. Prior to amalgamation, there were limits on the amount of hallway supervision that teachers could be required to do. That changed dramatically during the Harris years. From the perspective of the Ontario Secondary School Teachers’ Federation (“OSSTF”), the 1998 collective agreement set minimum times for teaching and other duties with no maximum. According to the OSSTF, in many schools, teachers were placed on assignment for every single moment that they were not teaching and teachers were expected to do much more hallway supervision than they had previously.

¹²⁰ R.A. Astor, H. Meyer and W. Behre (1999), “Unowned Places and Times: Maps and Interviews About Violence in High Schools” in *American Educational Research Journal*, Vol. 36(1), pp. 3-42 at 4, 16, 34.

In Toronto, the change was deeply resented by many teachers who felt that their time for class preparation, contacting parents, meeting with students and other important educational tasks was being undermined.

The 2000/2002 collective agreement with secondary school teachers returned the situation to essentially what it had been previously. Secondary school teachers could be assigned to supervision on an as-needed basis. For example, if there was something going on in the school – ranging from something innocuous such as photo day or something more serious such as a report that a gang was coming – teachers could be asked to assist with hall supervision.

In the last round of negotiations with secondary school teachers, a framework was developed for setting local agreements. The TDSB was one of the last boards to settle because of controversy around supervision duties. Under the current collective agreement between the OSSTF and the TDSB, teachers may not be regularly scheduled for supervision. However, the principal may assign supervision in advance in the following circumstances: immediately prior to or during exams; during Christmas or March break; or the end of the semester of school year; in conjunction with a special event; and where the principal reasonably anticipates a special need. Supervision duties are to be equitably assigned on a rotating basis.¹²¹ Teachers may be assigned hallway supervision for an average of one half-period per week, to a maximum of 27 such assignments during a school year, with flexibility to make five further assignments to cope with “exceptional demands.”¹²²

The Panel was told that the TDSB agreement concerning hallway supervision is unique in Ontario and that secondary school teachers in other boards carry a heavier supervision workload.

The situation in elementary schools in the TDSB is slightly different from that in the secondary schools. As a result of a provincial framework agreement that was signed with the Elementary Teachers Federation of Ontario (ETFO) in 2005, principals are to make “every effort to get to a maximum of 80 minutes per week of supervision for elementary teachers.”¹²³

The Toronto School Administrators’ Association (TSAA), a voluntary organization of over 1000 elementary and secondary Principals and Vice-Principals, feels strongly that the decrease in supervision by teachers has decreased the level of safety in schools. Representatives from the TSAA told the Panel that its members report that they are uncomfortable with the level of supervision that they are able to assign in the elementary schools, with lunchtime supervision identified as being particularly problematic.

¹²¹ Collective Agreement between Toronto District School Board and the Ontario Secondary School Teachers’ Federation, for the 2004-2005, 2005-2006, 2006-2007 and 2007-2008 school years, “Letter of Understanding Re: Supervision”.

¹²² Collective Agreement between Toronto District School Board and the Ontario Secondary School Teachers’ Federation, for the 2004-2005, 2005-2006, 2006-2007 and 2007-2008 school years.

¹²³ Toronto School Administrators’ Association (August 2, 2007), “Submission to School Safety Panel”, p. 1.

According to the TSAA, in the elementary system, “Many Principals felt that their schools were not as well supervised as in the past and therefore, not as safe as they would like them to be.” The TSAA believes there has been an increase in bullying as a consequence.¹²⁴

The TSAA told the Panel that the situation in Toronto secondary schools is even more serious than that in the elementary system:

*Due to the Collective Agreement [with the OSSTF], it is very difficult to assign supervision to teachers before school, between classes, at lunchtime, after school and for extra-curricular activities. The bulk of this type of supervision falls to the Principals and Vice-Principals and the school-based safety monitors....School administrators report that there has been an increase in bullying, vandalism and graffiti in their schools. They report that they are less able to deal as effectively as they would like with intruders who most often are the ones who create problems within the school and compromise the safety of their students.*¹²⁵

The OSSTF strongly contests allegations that teachers are not involved in hallway supervision. Leslie Wolf, First Vice-President of the OSSTF, told the Panel that:

[Hallway supervision] is an issue that we are 100 percent sure our teachers would strike over....The minimum workload language was so sadly abused from 1998–2000. Those teachers who taught during that time will never go back to that.

What we have worked very hard to bring from the last round of bargaining was to try and slowly bring back a climate of cooperation. ...I want to underscore that teachers do supervise the hallway in between every class. In secondary schools, when the teacher has to walk from one classroom to another, don't let anybody tell me that if a teacher sees something they are going to ignore it because they are not on assigned supervision. That's just not true.

Teachers are in the hallway at lunchtime. Teachers are in the hallways with the students as they are going to extra circular activities. Teachers take full responsibility for their work environment.

The OSSTF and ETFO do not agree that increasing the time that teachers spend supervising hallways is the answer. The OSSTF feels strongly that increasing teacher supervision from its present level would be a mistake. In addition to interfering with teaching duties, the OSSTF told the Panel that increasing supervisory duties will not

¹²⁴ Toronto School Administrators' Association (August 2, 2007), “Submission to School Safety Panel”, p. 1.

¹²⁵ Toronto School Administrators' Association (August 2, 2007), “Submission to School Safety Panel”, p. 2.

make schools safer. Doug Jolliffe, President of the Ontario Secondary School Teachers' Federation, District 12 Toronto, told the Panel that:

It will not help to increase hall supervision by teachers. Jefferys had the most teacher hall supervision in the city but this did not create a safe school. Hall supervision by teachers is ineffective for two reasons. One, teachers are trained to deal with classroom management but what works in the classroom may not work in the hall. Teachers do not have training in crisis intervention and other areas that are necessary to deal with what can occur in the halls of a school. The second reason teacher hall supervision is ineffective is because there is no process in place that would provide the necessary support when faced with an unsafe situation. Teachers, other education workers, and school administrators all feel isolated in these situations because there is no clear procedure in place.

When I speak of unsafe situations, I am not talking about the common unruly behaviour of adolescents – running in halls, smoking on school property, surly attitude toward staff, etc. These can be and are dealt with on a daily basis by all education workers. I am instead talking about behaviour that engenders feelings of disquiet in both staff and students.

One benefit of teacher presence in the hallways, which was not directly addressed by the union representatives or the TSAA, is the opportunity such presence presents for teachers to interact informally with students. Informal and frequent interactions with students outside of the classroom are an invaluable way for teachers to build relationships and become familiar with the students who make up the student body. One TDSB social worker told the Panel that: “The easiest way to have a safe school is to have teachers provide supervision in the hallways. The best safety is having teachers know their students. Oftentimes teachers only know the kids in their classroom. But if they are actively in the hallways and visible, they will get to know other students in other grades and classrooms.”

The Panel has concluded that hallway safety would be improved by an increase in teacher presence in hallways. Teachers, with their training and commitment to their students, are ideally suited to provide the necessary adult oversight of students in hallways. The Panel wishes to state clearly that it does not see the hallway supervision issue as one in which teachers have abdicated their responsibilities. Quite the contrary. Hallway supervision is a valuable role for teachers to play in schools and it should be valued by the Toronto District School Board by providing remuneration for any added workload that hallway supervision would create.

Ultimately, this is a workload and a collective bargaining issue to be determined through negotiations. The Panel does not wish to be seen as impinging on local bargaining rights. However, the Panel urges all of the parties to consider the proven benefits to the school and to the relationship between students and teachers that can be built by multiple,

informal interactions outside of the classroom. Building such relationships is key to improving safety in Toronto schools.

Recommendation 47: The Toronto District School Board, the Elementary Teachers Federation of Ontario and the Ontario Secondary School Teachers' Federation should negotiate an increase in teacher supervision duties with an appropriate increase in remuneration to reflect the additional teacher workload.

Recommendation 48: Administrators should develop an enhanced hall presence program that ensures that adult supervision is visual during class breaks and during arrival and dismissal.

Recommendation 49: Teachers and Hall Monitors should be engaged in an active staff development program emphasizing conflict resolution, crisis intervention and self-esteem building in students within a racial, cultural and gender sensitive framework.

If teachers are going to take on more supervisory duties, it is essential that they have the training and the comfort level to deal with incidents as they arise. Without this training, many teachers may be deterred from intervening in hallway disorder. Jolliffe told the Panel that the OSSTF has been asking the TDSB to provide teachers with crisis intervention training for seven years, but the training has not been provided. Crisis intervention training would assist teachers in responding to unsafe hallway behaviour. The Panel agrees crisis intervention training should be provided to TDSB teachers.

Recommendation 50: The TDSB should provide crisis intervention training to all its teachers.

Recommendation 51: The TDSB should develop a code red procedure and staff team for all schools. The code red staff team would be trained to provide crisis management until paramedics, police or firefighters arrive. The procedure should be prepared with input from teachers' federations, parents, police, paramedics and firefighters.

The Panel is also very aware that, in general, there has been a loss of adults in the schools due to cutbacks, including cuts to counsellors, secretaries, Vice-Principals, lunchroom monitors, attendance counsellors, caretakers and others. For example, in April 2002, the TDSB eliminated 13 Youth counsellors, reduced attendance counsellors from 32 to 8 and reduced Multilingual Team Leaders from 9 to 4. All of these individuals would have had a presence in the halls and other student social spaces on school property. The reduction in the number of responsible adults in schools has contributed to increasing hallway disorder and a corresponding reduction of safety in the schools.

In the secondary school system, the TDSB has attempted to address issues of hallway safety with school based safety monitors. At the present time, control of hallways in secondary schools is the job of the “school based safety monitors”.

The Ministry of Education does not provide direct funding for School Based Safety Monitors. The Board uses the Special Purpose Grants, ESL and Learning Opportunities Grants to support funding of these staff. Safety monitors are allocated on a profile basis based on factors such as discipline; student transfers; trespass notices/letters; special education; learning opportunities index; and school community (location, facility, community). Safe Schools Administrators tabulate the statistics and rank secondary schools in terms of their needs for Safety Monitors.¹²⁶ For the 2007-2008 school year, the Board allocated 98 Full-time Equivalent safety monitors, with an additional 89 full-time equivalents.¹²⁷

Particularly in large schools, the present number of hall monitors is insufficient to ensure an effective adult presence in the necessary places at the appropriate times. The TSAA, OSSTF and ETFO have all recommended an increase in the number of secondary school safety monitors, as well as improvements to the level of training that safety monitors receive. The OSSTF told the Panel that:

*To make schools safer, we need more hall monitors who are trained to do their jobs well. Good hall monitors function more like social workers than police and by doing so they gain the trust of the students. Currently, hall monitors receive little or no training.*¹²⁸

In the absence of an increase in teacher supervision, more and better-trained safety monitors will be necessary.

Recommendation 52: The TDSB should increase the number of school safety monitors and ensure that school safety monitors have training, qualifications and remuneration in keeping with their counselling, educational and enforcement role.

In addition to ensuring that there is an adequate adult presence in the hallways, it is essential that the hallway students return to the classrooms. Hallway students have chronic attendance issues. For example, according to the attendance profile for a student who had been identified as a hallway wanderer, between September 2006 and mid-June 2007, this particular student was late for 125 classes and absent from 321. One teacher told us that she reported her concerns about this student’s attendance to one of the Vice-Principals, but that she was not aware of any action being taken to address the problem.

¹²⁶ Toronto District School Board (15 February 2007), “Report 02-07-1064, Staff Allocation 2007-08,

¹²⁷ Toronto District School Board (15 February 2007), “Report 02-07-1064, Staff Allocation 2007-08,

¹²⁸ OSSTF District 12 Toronto, Written Presentation to the School Community Safety Advisory Panel (September 19, 2007).

Attendance counsellors are at the front line for recognizing “at risk” behaviours and referring students for support. The ability to provide prevention, intervention and ongoing supports to students has been greatly diminished by the loss of attendance counsellors and the Panel recommends that the number of attendance counsellors should be restored to at least its pre-April 2002 numbers.

Ultimately, it is essential that the adults who are part of the school community be fully engaged in that community. Administrators, Teachers, Educational Assistants, Child and Youth workers, office staff, safety monitors and caretaking staff must all work together, get to know the students with whom they are working and take the initiative to address issues as they arise.

School as the Community Hub

During consultations with parents, community organizations and student focus groups, it became apparent that the wider community feels isolated from the school community. Some community organizations shared with the Panel their difficulties in trying to access schools that could benefit from their involvement. The Panel was advised that in the past, community organizations would deal directly with a school’s principal in trying to create a partnership. This model has changed. Some community organizations complained about having to contact the TDSB before being allowed to form a partnership with the school. These organizations described this as an ineffective model. Some organizations, however, were still communicating directly with school administrators with some success. The Panel recognizes that the school is a part of the wider community and should not be hermitically sealed from its community. To the contrary, the community should become a partner with the school.

A school can and should become a Community Hub or a Center of the Community. Schools can achieve this status in two ways: (1) they more effectively integrate with the community, or (2) they extend the learning environment to use the community’s full range of resources¹²⁹. American research has shown that schools that serve as a community hub are making notable improvements in four areas:

- (a) **Student Learning** – Students demonstrate significant gains in academic achievement and in essential areas of non-academic development;
- (b) **School Effectiveness** – Parent-teacher relationships are stronger and teacher satisfaction is higher. There is a more positive school environment and broader community support.
- (c) **Family Engagement** – Families show greater stability. Parents communicate more often with teachers, are more involved in school activity, and demonstrate a greater sense of responsibility for their children’s learning success.

¹²⁹ “*School as Centers of Community: A Citizen’s guide for planning and design*”. National Clearinghouse for Educational Facilities Knowledgeworks Foundation, Washington, D.C., 2003 at pg. 3

- (d) **Community Vitality** – Surrounding neighborhoods enjoy increased security, heightened community pride, and better rapport among students and residents. The schools themselves are more intensively used.¹³⁰

Canadian research also indicates that stronger relationships with the wider community benefit students and their community. This is particularly the case in marginalized communities:

Supplying students and their families with the physical necessities of life is just one of the forms of extra work in disadvantaged schools. When such schools are successful, they have taken some pains to involve the community in school life, and particularly those community members and parents least likely to come into schools. Engaging the parents of students at risk, many of whom have less than happy memories of schools themselves and often feel alienated and/or judged by school people, is in itself a massive and important piece of work. In our study, those schools that worked most successfully with such marginalized communities operated as community centres, where members of the community regularly contributed to school programs like hot lunches or safe arrival programs, and in which regular community events (town halls, barbeques, concerts, shows, etc) were held.

These schools approached marginalized community members as resources, rather than as deficits in need of the school's help in raising or educating their children. Such a relationship with the community meant that family and community problems regularly arrived in the school, and negotiating such problems, offering advice on services available, and addressing on-going stresses within families that have consequences for students' lives became a central piece of work done in these schools. No substantial system support recognized this extra and fundamentally necessary work, in terms of providing disadvantaged schools with extra personnel or in terms of recognizing in any concrete way the special qualifications of principals and teachers doing this work.¹³¹

In order to be accessible to community organizations the schools must be kept in a good state of repair and upkeep. In addition, schools that do not currently meet provincial safety codes should be repaired immediately so as to ensure that they are ready for use from the community.

¹³⁰ *Ibid.*, at pg. 3; see also, Blank, Martin, Atelia Melaville, and Bela P. Shah. 2003. *Making the difference: Research and practice in community schools*. Washington, D.C.; Institute for Educational Leadership, Coalitions for Community Schools.

¹³¹ John Portelli, Carolyn Shields, Ann B. Vibert, *Toward an Equitable Education: Poverty, Diversity, and Students at Risk*, National Library and Archives of Canada Cataloguing in Publication, 2007

Recommendation 53: The TDSB should allow the Toronto Fire Services and Toronto Public Health to conduct yearly inspections of all its schools, so as, to ensure that each school meets the standards proscribed by the Fire Code, the Electrical Code, and the Occupation Health and Safety Act. The TDSB should prominently display the Report by the Toronto Parent Network entitled, “A report by the Toronto Parent Network based on a Review of the Toronto District School Board’s Health and Safety Inspection Reports”, on the TDSB’s website until such time, as all schools comply with the aforementioned Codes.

It would appear that the notion of a school as a Community Hub has support from the provincial government. This summer, Education Minister Kathleen Wynne provided the Toronto District School Board and Toronto Catholic District School Board with four million dollars to reduce or eliminate fees for community organizations who want to provide new or expanded programs in school facilities. On June 6, 2007, Minister Wynne announced the increased funding stating that she was, “pleased to invest in these positive activities for our youth using our schools as a community hub”.

Recommendation 54: The Panel finds that selected TDSB schools in marginalized communities should be designated as community hubs. Community Hub schools will become the focus of the neighbourhoods that they serve. Local community organizations and groups will be encouraged to become part of the school community, in order to facilitate a closer connection between the school and the students, the parents, and the community.

Recommendation 55: The TDSB should train administrators and school councils in community development and outreach principles and strategies.

Recommendation 56: The TDSB should restore the community outreach worker position. The Panel recommends that the community outreach worker gather, coordinate, and act as a clearinghouse concerning information about current programs and services provided by the existing community partners and schools.

Recommendation 57: In order to facilitate in the building of community hubs, the TDSB should review the level of caretaking staff at each school to determine if there is sufficient staff to maintain the schools such that school can serve as a welcoming and positive environment for the community.

3.06.04 Lack of Youth Activities

During our Panel consultations with students at C.W. Jefferys and Westview, it became apparent that students did not feel they had enough extra-curricular activities at their

schools. The sentiment was expressed both in face-to-face consultations conducted by the Panel as well as the student surveys at both C.W. Jefferys and Westview. Indeed, many students in the C.W. Jefferys survey indicated in the open-ended questions that there was a lack of extra-curricular programs for students. As expressed in earlier Chapters, students made comments that “there are no after-school programs at the school” and that “there are not enough extra-curricular activities at schools for students to keep occupied”. This is particularly alarming given that 75% of the students surveyed think that increasing funding for after-school programs and extra-curricular activities is a good or very good idea with respect to reducing school safety. Students preferred the use of after-school activities as a school safety strategy ahead of security cameras, mandatory uniforms, identification badges and metal detectors in schools.

The results from the Westview student surveys indicated similar findings. At Westview, a number of students reported that they felt the school needed more money for extra-curricular activities. As detailed in the Westview student Chapter, typical comments from Westview students were as follows: “there are not enough sport teams”; “we need more sports programs. Hockey!”. As with C.W. Jefferys, three out of every four Westview student (76%) thought that increasing funding for after-school programs and extra-curricular activities is a good or very good idea with respect to increasing school safety.

The use of extra-curricular activities to address school safety issues ranked ahead of other methods such as installing security cameras, increasing the number of hallway monitors and metal detectors.

The lack of student extra-curricular activities has some historical underpinnings. As detailed in the Historical Overview Chapter, the *Education Accountability Act, 2000* made voluntary extra-curricular activities mandatory for teachers. As a result, any group refusal to perform extra-curricular activities would be deemed a strike. School principals were given the responsibility for planning and designing such duties. Although these sections were never proclaimed, the government announced it would do so if teachers refused to participate in extra-curricular activities as a bargaining tactic. As the result of the positioning between the provincial government and teachers’ unions, estimates suggested that approximately 75% of students in public schools did not receive extra-curricular activities in the school year of 2000-2001¹³².

In February 2001, as a result of the loss of extra-curricular activities that occurred during the 2000-2001 academic school year, the Ministry of Education established an advisory group to explore ways to restore extra-curricular activities across the province. The Report recommended a compromise on the issue based on numerous factors, including recognition that:

1. extra-curricular activities must be voluntary and the government should repeal the un-proclaimed sections of Bill 74 pertaining to them;

¹³² Makie, Richard in 2001. “Ontario finds 50 Millions for Schools” Globe and Mail, May 8, 2001

2. more time needs to be freed up to allow teachers to participate in these activities;
3. participating in extra-curricular activities should form part of the teachers' prescribed workload; and
4. implementation will necessitate additional funding.¹³³

The Panel met with 15 youth at San Romanoway (in the "Jane-Finch" Community) to discuss issues of school safety. The majority of these students were former or current students at C.W. Jefferys. During the consultations, the youth advised the Panel that students wanted more extra-curricular and after-school activities. The consistent and resounding theme expressed by the students was that more extra-curricular activities would create a safer and more engaging environment at the schools.

The need for activities for youth strikes at the core of creating safe schools. During the public consultations held at C.W. Jefferys on August 9 and 10, 2007, the Panel was advised by Barbara McWalters, a parent and former student at Westview that youth needed activities to stay out of trouble. Ms McWalters advised the Panel that students who had nothing to do had a detrimental affect on the whole community. Students without activities would be left "hanging" out or getting into trouble.

During consultations with various stakeholders in the community, the Panel was advised of the feeling, expressed by some, that teachers were either unwilling or uninterested in staffing extra-curricular activities at schools. During a consultation with OSSTF President Doug Joliffe and Vice President Leslie Wolf, the Panel questioned whether the opinion expressed above was accurate. In other words, were teachers unwilling or uninterested in staffing extracurricular activities? During the consultation, Ms Wolf advised the Panel that she had not heard of this issue prior to the Panel's discussion with her. Mr. Joliffe, on the other hand, stated that teachers were willing to participate in extra-curricular activities. He indicated to the Panel that teachers enjoy performing these activities:

I know that you are not saying that but what I find curious about the statement, as did Leslie... is that we run job actions every 2 year, well the last one was 4 years ago, but we have been very careful and we have been explicit and I have defended members on that we have not struck extra-curricular....

...and the reason we didn't strike on extra-curricular activities is not just because parents didn't like it, or because of pressures from local politicians, its because teachers like extra-curricular activities more than they like teaching...

¹³³ Report of the Ministry Advisory Group, 2001 Report of Minister's Advisory Group on the Provision on Co-Instructional . 2001.

As I said earlier, teachers enjoy extra-curricular activities that is why we don't strike because teachers would like to do it ...we gotta figure out, all of us in the Toronto Board, to figure out a way that somehow deal with the problem....

There is little doubt that the system has not fully recovered from the teacher and government struggles that occurred in 2001-2002. The Panel does, however, believe that teachers are willing to engage in and staff extra-curricular activities. What is clear is that the lack of extra-curricular activities have left students yearning for the opportunity to engage in activities that keep them active and away from trouble. In addition, extra-curricular activities assist students in their developmental needs and create a level of citizenship and pride in the school.

Recommendation 58: That a wide range of club programs and recreational activities be offered at each school and that the activities be equally distributed for males and females.

Another significant issue that inhibits the ability of a school to provide extra-curricular activities is the user fees and insurance policy that is required when a community organization requests access to the school facilities. For instance, TDSB operational policy PR.578 SCS stipulates that all external agencies looking to partner with the TDSB and provide programming within the school facility must have their own liability insurance for a minimum amount of \$1,000,000.00. During consultations, the Panel was advised by various community organizations that this amount was prohibitively high. Trustee Chris Bolton described the requirement for an insurance policy as deterring community organizations from offering programs at the school after hours:

The number of schools that offer after school programming – certainly you can't do it for free. I can get the school if I put my name on it and call it a community meeting. But its pretty hard to have a community meeting whether its basketball, for 5 weeks, twice a week. Ant the other thing that happens with the community group is if you can't afford to have \$10 million in liability insurance, you can't get into the school anyway.

No. No body ever said that there was no after school activities, however, because the principals have had the fear of God put in them about liability. If they can permit the school for after school activities, the can permit it between 4 and 6 at no cost, but, the feeling is for after school activities, they can run their own activities. For instance ...well maybe it was a little different, but we had boy scout/girl guide troop at the school. I would sponsor the activities so they didn't have to pay.

In addition to obtaining liability insurance, community organizations are also required to pay a modest administration fee for obtaining a permit to enter a school. Currently, the administration fee to enter a school is twenty dollars. Previously, the amount had been fifty dollars. The usage fee for a school depends on several factors, including the facility

at the school being used, amount of time the facility is required and whether the community organization requesting access to the school is a non-for-profit organization.

The Panel is of the view that these barriers to access by community organizations should be removed. The Panel strongly urges the TDSB to remove user fees and administrative fees for all not-for-profit organizations. In addition, the Panel believes that the TDSB and the Ministry of Education should work together to ensure that obtaining liability insurance does not prohibit a qualified community organization from running programs and activities at schools.

3.06.05: Funding Formula

On March 19, 2007, the Provincial government announced it would increase payments under the funding formula in the amount of \$667 million. Despite this increase, large urban school boards like the Toronto District School Board continued to struggle to balance the needs of its students against the funding provided by the Provincial government.

While the increase in funding is welcomed by school Boards, it must be realized that the new funding increases are largely meant to implement new Provincially mandated programs and to cover other cost increases at the current-year inflation ¹³⁴.

There is no lack of research on amending or changing the funding formula or more generally on adequate funding for school Boards. To the contrary, issues with the funding formula were identified as soon as it was conceived in 1997. Since that time, the issues have been canvassed and catalogued with many solutions being suggested, some acted upon and some ignored.

In this section, the Panel will address two central themes: (1) the gap between the funding provided by the provincial government and the actual operating cost of the Board; and (2) the failure to “sweater” the Learning Opportunity Grants that were intended for complex-needs or at risk youth.

Recognizing that there are a large number of issues that could be examined, the Panel has chosen to focus on the above noted issues because we have been advised by many consultees that these issues are the most significant in seriously affecting marginalized students.

The Funding Gap

The new funding formula came into place in the 1998 – 1999 school year. From the outset, it was designed to provide less funding than what was actually required to fund the actual costs of the education system. For example, the formula did not provide

¹³⁴ Huge MacKenzie, *Missing the Mark, How Ontario Education Funding Formula is Short Changing Students*, Canadian Centre for Policy Alternatives, April 2007.

sufficient funding to cover the cost required by a Board to pay its teachers. This was problematic because Boards were compelled to pay the salary levels stipulated in teachers' collective agreements¹³⁵. Of greater concern was the fact that in some cases (including the TDSB) the formula provided less funding in the 1998-1999 school year than the Board was actually spending in the previous year.

In their Annual Report on Ontario's Schools: How Funding Works, the People for Education identified three significant areas in which funding gaps exist:

- Funding for school operations and maintenance was initially based on an amount per square foot and a square footage per pupil that matched the reality in new schools in two small rural boards. At that time, most schools in the province spent more on maintenance and had more square feet per student than the amounts recognized in the original formula. There have been some increases since 1997, but no change has dealt with the original faulty premise of the formula.
- Average salaries set in the funding formula for non-teaching staff, including custodians and support staff do not match what boards actually pay. According to Ministry of Education calculations, boards spend approximately \$143 million more than they receive to cover the costs of school office and maintenance, staff, educational assistants and para-professionals.
- Boards' actual costs for transportation are at least \$37 million more than the amount they receive from the province.¹³⁶

In December 2002, the Education and Quality Task Force released its report on the funding formula. In the report, Dr. Mordechai Rozanski acknowledged the gap between the funding provided by the formula and the actual cost of operating a school board:

I agree that the disparity between the benchmark costs and the funding formula, which for the most part based on the 1997 Board costs, in the actual costs facing Boards today is a problem. I believe that, within the limits of the Provincial's fiscal resources the education allocation must keep up with both enrollment changes and recognize costs pressures. My recommendation, therefore, focus to a large extent on ensuring funding is maintain on a level to allow Boards to meet the Province's education objectives and on conducting regular views to update the benchmark costs in the formula.

Dr. Rozanski's report indicated that the funding formula, at the point of 2002, was still relying on benchmark figures established in 1997 and 1998.

¹³⁵ *Ibid.*, at page 5

¹³⁶ People for Education's Annual Report on Ontario's Schools: How Funding Works, at pg. 1

It should be noted that the current Provincial government has provided a significant increase in benchmarks for teachers' salaries. For example, in the 2006-2007 school year, the benchmark increase was 2.5% and in the 2007-2008 school year, it is 3%. In addition, additional funding has been allocated to address shortfalls in benchmark funding through the costs adjustment in the Teachers' Qualifications and Experience Grant.

Another cause for the gap is that funding is tied to student enrolment. As with many school boards in Ontario, the TDSB's student enrolment has steadily decreased over the last few years. The funding formula is premised on the questionable assumption that a substantial proportion of Board costs vary directly and immediately with enrolment. This, however, is clearly not the case. A decrease in student enrolment does not necessarily mean a corresponding reduction in the amount of classes or the amount of teachers and administrators required in each school:

Most schemes for funding schools assume a linear relationship between cost and volume, whether volume is measured by the number of students or by the number of teachers, or some other unit of measurement. Some cost relationships are indeed linear: adding one student, whether that student is the first of 1,000 or the last of 1,000, generates the same expense and therefore should attract the same funding under the formula. But some cost relationships do not work like that. Some are step functions. The term "step" is self-descriptive. Once a school is built, a teacher employed, and a course offered with a capacity of 25, the first student in the course costs a lot and the last or 25th student costs nearly nothing. But the 26th student, whose arrival demands the employment of another teacher and the delivery of another course costs, like the first student, a lot and so on as the costs rise from step to step on a "stairway" of costs. The point of this little lesson about school costs is that an understanding of the differences between costs that are linear and costs that proceed according to a step function is also important to the selection of devices for allocation of funds to education. Funding formulas are inherently linear and as such can be insensitive to some legitimate cost patterns in schools.

An example of the significance of the choice of a funding instrument that assumes a linear relationship between costs and volume may soon become apparent in Ontario. As school enrolments begin to decline in rural and northern boards of education – as in some cases they are already beginning to do – the loss of every student, even one, will result in a loss of revenue. That is because the funding formula, because it is linear, assumes that a reduction in expense can be made due to the departure of that student. Northern schools and school boards will argue, with considerable justification, that they are not able to save anything, and cannot until enough students depart to force costs down over the next "step" (Duncombe, Miner, and Ruggiero, 1995). This is soon to be a real problem

that an exclusively linear, enrolment-based funding formula will not be able to solve.¹³⁷

In the 2002-2003 academic school year, the provincial government provided school boards with a temporary (one-year) partial relief from funding cuts driven by enrolment decline. This however, was not sufficient to deal with problems that were systemic to the funding formula. As a result, the provincial government in the 2006-2007 academic school year established a new school foundation grant. This grant recognized that, “school administrative functions – the office, the principal, vice-principal and etc. – could not be divided neatly into an enrolment determined fraction”.¹³⁸

The gap between salary benchmarks and actual salary obligations of the Board was initially approached by the provincial government during the 2002-2003 academic school year by increasing the amount of money per student from \$100 - \$200 per school in the local priorities amount in the Foundation Grant. In addition, in the 2003-2004 school year, the provincial government increased funding for the demographic portion of the Learning Opportunities Grant and the English-as-a-Second Language Funding. This increase in funding however, was primarily used by boards to address the expanding gap between what teachers and other staff were paid and what the formula benchmark provided¹³⁹.

In the 2006-2007 academic school year, the provincial government adjusted the funding benchmark for teachers’ salaries to move them closer to reality. The increase in funding for salaries was offset by the elimination of the Local Priority Grant and a substantial reduction in the demographic portion of the Learning Opportunities Grant. As one commentator suggested, this was the government’s acknowledgment that the monies received for the LOG were being used for the operation of the school Boards:

The government effectively admitted that funding for local priorities and for students at risk are actually being used to fill salary funding gaps¹⁴⁰.

In a paper prepared by the Canadian Centre for Policy Alternatives, Hugh MacKenzie suggests that the 2007-2008 budget has the following gaps:

- 1) \$450 million for school operations;
- 2) \$128 million for adult education; and
- 3) \$232 million for the learning opportunity grant for programs for students at risk.

¹³⁷ Daniel W. Lang, “Primer on Formula Funding: A Study of Student-Focused Funding in Ontario”, A Report Prepared for the Atkinson Foundation “The Schools We Need” Project at pg. 3

¹³⁸ Huge MacKenzie, Missing the Mark, How Ontario Education Funding Formula is Short Changing Students, Canadian Centre for Policy Alternatives, April 2007 at pg. 20

¹³⁹ *Ibid.*, at pg. 21

¹⁴⁰ *Ibid.*, at pg. 30

Mr. MacKenzie suggested that of the \$667 million in increased operating funds for the 2007-2008 school year, \$593 million will be required to cover the costs of the final year of the provincial labour framework and the primary class size reduction policy. The remaining funding increase, however, will not be enough to cover the actual costs of operating the board:

The increased funding for 2007–8 does not address any of these basic funding issues. Instead, it is accounted for by increased costs resulting from the implementation of the provincial education labour framework agreement for 2007– 08 and the final stage in the implementation of its 2003 campaign promise to reduce primary class sizes. The operating funding increase breaks down as follows:

- \$421 is the amount calculated by the province to be required to fund the pay increases for 2007–8 in the labour framework agreement between the province and the teachers’ organizations;
- \$42 million is the amount calculated by the province as required for elementary specialist teachers in the provincial agreements dealing with teacher preparation time;
- \$21 million is the amount required to hire additional student success teachers in secondary schools in accordance with provincial agreements; and
- \$109 million is the increase in funding provided to cover the cost of the next phase in the provincial government’s primary class size reduction program.
- These four categories of mandated costs amount to \$592.7 million of the \$667 million operating funding increase. The remaining \$74 million in increased funding for 2007–08 would be barely sufficient to cover the remaining current year cost pressures, assuming inflation at 2% per year. That leaves no additional funding to deal with the carry-over of prior years’ funding pressures into 2007–08, and no additional funding to address more fundamental structural problems with the funding formula.¹⁴¹

The gap between funding provided and the actual cost of operating a board has a ripple effect that negatively impacts on other areas. With its focus on classroom spending, the formula does not provide adequate funding for other forms of programming. For example, substantial cuts were made to special education for students complex needs. In addition, significant cuts were made to programs designed to address local priorities that could not be anticipated by a central funding formula.

¹⁴¹ *Ibid.*, at pg. 15

The Panel, through its consultations and meetings with various stakeholders, has been advised that despite the recommendations in the Rozanski Report, there still remains inadequate funding and that this inadequacy has compromised the ability of Boards to allocate appropriate funding to important programs and services. For example, the Panel was advised that a great deal of the funding provided by the Learning Opportunities Grant was being used for operating costs. As a starting point, the funding gap for operational costs must be addressed and rectified. Once rectified, funding that is meant to address marginalized students can be used for their original purpose – marginalized youths.

Recommendation 59: The Ministry of Education increase the benchmark costs for all components of the funding formula (the Foundations Grant, the Special Purpose Grant, and the Pupil Accommodation Grant) so as, to close the gap between funding provided, and actual costs of operations.

Recommendation 60: The Ministry of Education, in consultation with school boards and other members of the education community, should develop mechanisms for annually reviewing and updating benchmarks in the funding formula and for conducting a more comprehensive overall review of the funding formula every five years.

Sweatering the Learning Opportunities Grant

There is no shortage of provincial grants aimed at funding driven by community and student demographic factors linked to the prevalence of students complex needs. Unfortunately, the grant system is a farce:

With the exception of special education, none of the grant funding is earmarked for purposes implied by the label. Generally speaking, the grants do not describe activities; rather they are factor based mechanism for generating funding. As a result, the grants required and needed for at risk youth are often times siphoned to paying for the costs of operating schools.¹⁴²

The LOG provides boards with funds to assist complex needs students who are experiencing difficulties in school. The LOG for 2007-2008 school year consists of three components:

- Demographic Component (\$330.9 million)
- Literacy and Mathematics for Outside of the School Day (\$16.3 million)
- Student Success, Grade 7 to 10 (\$55.7 million)

¹⁴² *Ibid.*, at pg. 10

In total, the LOG for 2007-2008 is \$402.9 million. The TDSB is projected to receive approximately \$128 million dollars in LOG funding.

As detailed in Chapter 2 of the Report, the Expert Panel on the Learning Opportunities Grant, recommended that as a starting point, \$400 million should be provided to school boards for the demographic component of the LOG. There is no doubt that a significant investment has been made by the provincial government to increase the amount of funding received through the LOG. That being said, the Panel is of the view that the current funding is not sufficient.

Recommendation 61: The Ministry of Education increase the funding of the Demographic Component of the LOG to the level stipulated by the 1997 Expert Panel that studied the creation of the Learning Opportunities Grant - \$400 million (adjusted to reflect inflation).

The Demographic portion is calculated on the basis of social and economic indicators that have been associated with students experiencing a higher risk of difficulties in school. Boards have a wide degree of discretion on how to use these funds:

They can use these funds, for example, for additional educational assistants and counsellors, literacy and numeracy programs, smaller class sizes, expanded Kindergarten programs, before- and after-school programs, recreational and sports activities, nutrition programs, excursions, parenting classes, and home/school linkages.¹⁴³

The People for Education, in their report on Ontario's Urban Schools, detailed three barriers to the effective use of the LOG grant:

There are three over-riding factors that affect the usefulness of the LOG:

- The grant is no longer targeted at the demographic group for which it was intended.
- Many school boards are using money from the LOG to pay for utilities and classroom teacher salaries.
- There are no accountability measures in place to ensure that all LOG funding reaches the students who need it most.¹⁴⁴

The TDSB, like many school boards, rely on the LOG funding to pay for the actual costs of operating a school. In 2005, it is estimated that the TDSB used approximately \$74 million of the LOG grant to address operational cost needs:

As long as school boards continue to experience funding shortfalls, they will continue to use funding for students at risk to bridge the funding gap.

¹⁴³ Education Equality Task Force, Investing in Public Education: Advancing the Goal of Continuous Improvement in Student Learning and Achievement, 2002 at pg. 27

¹⁴⁴ People for Education, Ontario's Urban Schools, June 2005, at pg. 16

The Toronto DSB, for example, must use approximately \$74 million of its funding for students at risk to cover the difference between the money it receives from the government to pay for salaries and expenses, and what the board actually pays to its teachers, principals, vice-principals, secretaries, and education assistants, and for utilities costs.¹⁴⁵

As detailed above, the funding gap has created an environment where this is necessary. The Chair of the TDSB, Sheila Ward, confirmed that the LOG was being used to address the operating costs gap:

***Panel Member:** Ms Cary-Meagher raises the issue that an allocation known as the Learning Opportunity Grant of 125 million dollar is not being spent on learning opportunity communities that it is in fact being spent on heating bills and using the as a bank account.*

***Ms Ward:** Sure. That is totally true. Also understand and this is where we are not well served. Yes of course that is happening. That happened because the funding formula is badly flawed and the government, I take it, is trying to fix it and they are not moving nearly fast enough but they are trying to address that andthat is exactly what we have to do and we did that with government direction and approval.*

The LOG is not the only funding that was historically used to address the funding gap. As detailed above, the local priorities portion of the then Foundation Grant (established in 2001-2002 and eliminated in 2006) was often used by school boards to address operational funding gaps:

The Foundation Grant's Local Priorities Amount (LPA), introduced in 2001-02, is a per pupil allocation that was intended to give boards the flexibility to address local priorities. I was told during my consultations, however, that boards do not use these funds for local priorities. Instead, they direct them to areas that they feel are inadequately funded because the funding formula's benchmark costs have not been updated. Boards therefore maintain that, at present, they do not have sufficient flexibility to address local needs.¹⁴⁶

Ideally, funds generated from the LOG and historically from the local priorities portion of the foundation grant, would be used in a similar manner as the pre-funding formula Compensatory Education Grant. As detailed in Chapter 2 of the Final Report, the Compensatory Education Grant was aimed at funding programs that alleviated factors that put students at risk. This funding was used to lower pupil/teacher ratios for educational assistants, adapt curriculum, tutors and expand kindergarten; pay for more counsellors, social workers, early assessment, mentoring, orientation and life skills,

¹⁴⁵ People for Education, Ontario's Urban Schools, June 2005, at pg. 22

¹⁴⁶ Education Equality Task Force, Investing in Public Education: Advancing the Goal of Continuous Improvement in Student Learning and Achievement, 2002 at pg. 38

parenting classes, home/school linkages, stay-in-school and school re-entry programs; breakfast/lunch programs, extracurricular activities, before and afterschool programs and recreation and sports activities; and homework help, computer-aided instruction, arts and cultural programs and outdoor education¹⁴⁷.

As a result of the funding gap and the non-sweating of the LOG, school boards, including the TDSB, are not using the funding to address the needs of the people it was meant to help – marginalized students. Ideally the funding gap would be addressed in such a manner as to remove the temptation for school boards to use the LOG funding to pay for operational costs. Until such time, however, the Panel believes that this funding must be “sweated” or earmarked for programs directed at marginalized students. In a meeting with members of the TDSB’s Inner City Model Schools Committee, it was recommended to the Panel that the LOG be “sweated”:

While we are looking at the learning opportunity grant which comes from provincial government which is quite substantial and I think we all agree and we all believe that grant should be used as intended for programs for student who are living in poverty...we are saying it should be sweated.

Recommendation 62: The Ministry of Education should “sweater” the Demographic Component of the Learning Opportunities Grant so that the funds received by the Board are used solely for providing programs to mitigate socio-economic factors affecting marginalized students. The new Demographic component should include a built-in accountability process mandating that school boards report annually on the programs and services funded by the grant, and on their effectiveness.

In addition to the LOG, the Panel is of the view that the Local Priorities should be restored. As detailed earlier in the Report, the Local Priorities component of the then Foundation Grant, was removed in the 2006-2007 school year because the provincial government recognized that this additional funding was used to manage operational cost needs. The Panel finds that this funding is necessary to ensure that Boards are given the flexibility to address needs that are particular to the Board and the area it serves. This funding, however, should not be on a per pupil amount. Rather the Panel prefers the method recommended by Dr. Rozanski:

I am recommending that the LPA be changed from a per pupil amount to 5% of the Basic Amount of a board’s Foundation Grant. If this recommendation is implemented, and if the updates to benchmark costs and the regular reviewing and updating processes that I recommended earlier in this chapter are implemented, the LPA would grow in tandem with updates to the Foundation Grant. It would therefore enhance boards’ flexibility to address their local needs and priorities.¹⁴⁸

¹⁴⁷ *Ibid.*, at pg. 13

¹⁴⁸ *Ibid.*, at pg. 39

In addition, school boards should only use the funding after consulting various stakeholders on how local priorities should be addressed.

Recommendation 63: The Ministry of Education reconstitute the Local Priorities Amount as 5% of the Basic Amount of school boards' Pupil Foundation Grant (updated as per above noted recommendation), and that boards apply the Local Priorities Amount to locally established priorities, programs, and services aimed at the continuous improvement of student learning and achievement with particular focus paid to serving complex needs students in schools.

Recommendation 64: The Ministry of Education require school boards, through their directors of education, to consult with principals and school councils for the purposes of developing a plan for the use of the Local Priorities Amount and to annually review the plans and report publicly to all stakeholders and to the Ministry on the results achieved through the implementation of the plans, in individual schools and in the district as a whole.

3.06.06: Trustee Governance

Throughout the Panel's consultations, it has become clear that the role of trustees and duties of trustees are not clearly defined. The *Education Act* gives very little guidance in this respect. The *Education Act* provides the Board of Trustees with the authority to act as a corporate body, but does not confer powers on trustees as individuals. As a result, the duties and roles of the trustees will vary depending on the person and the elected position.

The confusion around the appropriate role of a Trustee is shared by the trustees themselves. Mari Rutka, trustee for Ward 12 Willowdale, described the confusion as follows:

As I said there is a fairly wide range of what you see the role as a trustee, it stems from what you think of yourself as a manager in a school or like a shadow superintendent...You know on the one hand the one extreme, and I don't think there is anyone on our board that is that extreme, it would only be making board policy decisions and then everything else would be left to staff. And if you didn't like the staff results then you would take it up with the staff but you would expect the staff to be accountable to you for fulfilling the policies period. But you would not be on a daily, weekly, monthly basis doing those things yourself. On the other extreme model, trustees and I think its particularly prevalent among downtown Toronto trustees from what was the old Toronto board. I'm not saying its wrong or right I think its just the way old Toronto operated but they treat themselves as shadow superintendents and essentially get involved in everything from parenting to staffing to supplying to policy of course decisions and

anything in between faculties decisions and so forth and on frequent occasions if they need to they will completely defy policies and just do what they wanted.

A similar comment about the varying perception of the role of trustees was offered by trustee John Campbell:

I think you would get a wide ranging view point on what the role of the trustee is and what the boundaries are. There are some trustees that are very hands on - that want to micro-manage the board. There are other trustees like me who believe if I'm receiving advice from an educator who has been involved in with a professional educator for 25 or 30 years, she is a better judge of talent than I am.

My basic philosophy as a trustee is that I am first of all working for parents and children in their interactions with in the school system. To try to be an arbiter to try to listen empathetically to their problems and hopefully sort them out. And secondly, as an oversight body that the director of education is carrying out his or her job to the best of their ability and steering the board in a clear direction. My job is not to appoint principals. It is the director's job to appoint superintendents to hire the right principal.

What then is the proper role of a trustee? During consultations, the Panel was advised of instances where trustees had involved themselves in day-to-day operations of a school. The Panel was advised of situations where a Trustee tried to influence a principal's decision on the appropriate punishment for student misconduct and whether to notify the police of potential criminal activity. This level of interference in school operational decisions troubled some of the people with whom the Panel consulted. Interventions in school discipline are further complicated by the role trustees play in the appeal of a decision to suspend or expel a student. Clearly, a trustee who advocated for or against a suspension or expulsion to a principal should not then sit on the appeal of that decision.

The confusion with respect to the role of Trustee is not unique to the TDSB. In 1997, the Education Improvement Commission ("EIC") released its second report entitled "A Report on the Role of School Boards and Trustees". The report described the province-wide problems as follows:

Throughout the province, individual Trustees have defined their role according to their personal beliefs, the expectations of the community and issues they face. While individual Trustees do not have legislative power, they perform many important roles in their communities.

While the *Education Act* is silent on the duties and functions of individual trustees, it does provide some guidance on limitations to a trustee's power.

The *Education Act* clearly sets out the duties of principals. Section 265 of the *Education Act* details the duties of a principal which include the maintaining of proper order and discipline in the school. Where the principal's power is subject to review or revision, the *Education Act* explicitly states as such. For example, section 265(1)(g) of the *Education Act* obligates a principal, subject to revision by an appropriate supervisory officer, to promote students as the principal considers proper. Section 265 does not explicitly allow for a trustee to interfere with the obligations of a principal. As such, it can be said that a trustee should not directly or indirectly interfere with a principal's obligations under the *Education Act*. In particular, a trustee should not interfere with the duty of a principal to maintain discipline in the school and the corresponding power to suspend and expel students as a method of maintaining order and discipline in a school.

Similarly, a trustee should not directly or indirectly interfere with a teacher's duties as detailed in section 264 of the *Education Act*. As with section 265 of the *Act*, section 264 explicitly states where a duty or power of a teacher is curtailed by another individual. For example, section 264(1)(e) obligates a teacher to maintain, under the direction of a principal, proper order and discipline in the teacher's classroom and while on duty in the school and on the school ground. Section 264 of the *Act* does not explicitly provide for a trustee to interfere with the power and duties of a teacher.

Ontario Regulation 298, "Operation of Schools –General", further elaborates on the role of teachers and principals in the operation of a school. Section 11(1) of the Regulation 298 states that the principal, subject to the authority of the appropriate supervisory officer, is in charge of: (a) the instruction and the discipline of pupils in the school, and, (b) the organization and management of the school. Absent from the Regulations is any reference to a principal's power being subject to trustee intervention. There are sections in the Regulations that require the principal to report to the Board of Trustees and to accept directions from the Board; however, these sections refer to the Board as a corporate body, not to a single trustee.

In light of the foregoing, the Panel is of the view that trustees should not interfere with the instruction, discipline, organization or management of a school. The Principal should be free to exercise his or her statutory authority in these areas without fear of interference from a trustee. A trustee's duties should be designed in a manner that is consistent with their role as a member of the Board of Trustees and their position as a locally-elected representative.

Recommendation 65: The TDSB should develop a job description for all trustees. The job description should detail the distinction between policy decisions and school operational decisions.

Recommendation 66: The TDSB design a code of conduct for trustees. The code of conduct should include, at minimum, the following prohibitions:

- (a) Trustees are prohibited from involving themselves in matters of internal school discipline;***
- (b) Trustees are prohibited from engaging in operational decisions of any particular school;***
- (c) Trustees are prohibited from engaging in any conduct intended to embarrass or intimidate other trustees or staff of the TDSB;***
- (d) Trustees agree to respect the confidentiality of in-camera discussions in accordance with relevant statutes and Board policies; and,***
- (e) Individual Trustees are prohibited from acting in any way that usurps the authority of the Board of Trustees.***

The Waterloo District School Board has developed a series of sanctions when its Trustee Code of Conduct is violated by a Board member who expresses abusive commentary, refuses to conform to the trustee Code of Conduct or other Board policies or exhibits unacceptable behaviours. The trustee will be dealt with in the following manner:

- 1st offence – verbal warning from the Chair;
- 2nd offence – a statement outlining the infraction and the name of the trustee involved will be made during the next scheduled in-camera meeting and recorded in the minutes of that meeting;
- Subsequent offences – a statement outlining the infraction and the name of the trustee involved will be made during the next scheduled public meeting and recorded in the minutes of that meeting.

Depending on the type and extent of the infraction, a public statement may take the form of a *Motion to Censure* and may incorporate measures such as:

- being asked by the Chair to leave a meeting immediately or the meeting can be terminated;
- restrictions on rights to attend in-camera meetings or receive in-camera materials;
- removal of membership from a Board Committee;
- withholding of trustee honoraria under the *Education Act*;
- other actions taken by the Chair and supported by the Board of Trustees.

In circumstances whereby the actions of an individual trustee lead to concern about corporate liability, the Board may consider a *Motion to Disassociate* and to publicly state that the trustee in question must take personal responsibility for his/her actions.

Motions to Censure or Disassociate require a mover and seconder and must be supported by a two-thirds majority of the Trustees present at the meeting.

The lack of a coherent job description and code of conduct is compounded by the fact that there is very little ongoing training provided to trustees on their proper roles and their duties. Chris Bolton, trustee for Ward 10 Trinity-Spadina, advised the Panel that there was no training provided to the six new trustees who joined the Board in December, 2006. He further confirmed to the Panel that there was very little initial and ongoing mandatory training for trustees. As a result, new trustees were not provided with adequate guidance on their roles and duties. Initial and ongoing mandatory training is necessary to ensure that individual trustees know exactly what their job entails and how best to achieve the goals of the Board.

Recommendation 67: Upon election, trustees should be obligated to complete a training course that details their job description and advises them of their obligations pursuant to the code of conduct. During their term of office, trustees should receive refresher training every year.

Recommendation 68: The Ministry of Education should include in its funding formula adequate funding for the orientation and training of trustees.

The remuneration of trustees has long been an issue for school boards. Trustee remuneration was drastically reduced after Bill 104. As a result of Bill 104, trustee's salaries were capped at \$5,000. The Chair of the Trustees received an additional 25 percent. Thus, the cut to trustee pay reduced the position from a paid political office such as a city councillor, to one that was essentially done on a volunteer basis.

Subsequently, the Regulations passed pursuant to the *Act* were amended to provide for larger honoraria. The amendments to the Regulations, however, have not set the salaries of the trustees to their pre-Bill 104 amounts (i.e. \$48,000). On July 16, 2006 the TDSB passed a resolution setting the trustee and Chair honoraria at the maximum allowable amounts as set out in Ontario Regulation 375/06. On July 19, 2007 the TDSB set the honorarium for trustees at \$25,993 and the Chairs honorarium at \$35,993. The Panel is of the view that the honorarium provided to the Chair is inadequate. The Chair of the Board is a unique position that is akin to a full-time position. The EIC report detailed the importance of the Chair of the Board:

Board chairs provide leadership to their colleagues on the board. They also act as spokespersons for their boards on policy matters. Board chairs also work with directors of education to set agendas and establish priorities....

Given the importance of the Chair position, the need to attract high quality candidates is integral. Many qualified candidates may choose not to run for the Chair position because the time commitment required would prohibit them from seeking additional employment to offset the low salary. In order to ensure that qualified candidates are not deterred from running for the Chair position, the Panel finds that the salary of the Chair should be increased.

Recommendation 69: The Chair of the TDSB should be paid a salary commensurate with the full-time nature of the position, the level of responsibility, and public expectations involved.

Lastly the Panel is concerned with the lack of public and community consultation with respect to the appointment of the Director. The Panel is of the opinion that the position is of such high importance, especially in a board as large as the TDSB, that such consultation is necessary and advisable.

Recommendation 70: The Director and Associate Director of the TDSB should be selected by means of a process that includes a broad range of community consultations around the qualifications, background and perspectives of potential candidates.

3.06.07: Disciplinary Measures in Schools

I think as we in society are discovering as well, that the more you punish, the more bad behaviour you see. It doesn't extinguish anything, it doesn't decrease the frequency of bad behaviour, it just highlights it, and reminds you of it every time. And for some of our students, you know, if this is the only place where they have consistency and it's the only place where they have a chance to have a positive experience, if we are continually highlighting all the bad things that they do, why would they want to be here? I don't think any of us would want to be somewhere where we're being reminded of our shortcomings all the time.

Teacher speaking of "zero tolerance" discipline,
Toward an Equitable Education: Poverty, Diversity and Students at Risk, pg. 49

Pursuant to the *Education Act*, administrators and school boards are provided with four legislative tools that can be used to ensure school safety:

1. denial of access to a school pursuant to [s. 305(1)] of the *Act* and Ontario Regulation 474/00;

2. principal's exclusion of a person whose presence in the school or classroom would, in the principal's judgment, be detrimental to the physical or mental well-being of the pupils (s. 265(m));¹⁴⁹
3. suspensions whether discretionary (s. 307) or mandatory (s. 306) subject to the mitigating circumstances set out in the (s. 1) of Ontario Regulation 106/01; and
4. expulsions, whether discretionary(s. 310) or mandatory (s. 309) subject to mitigating circumstances set out in Ontario Regulation 37/01.

In addition to the legislative tools set out in the *Education Act*, the TDSB has enacted Safe School and Administrative Transfer policies that allow for the transfer of students from one school to another. There is no legislative authority for the transfer of a student. In the case of safe school transfers, the student is transferred as a result of misconduct committed on or off school property. It should be noted that safe school transfers and administrative transfers are not set out in the *Education Act*. Another tool used by administrators to ensure safety is in the trespass provisions of the *Trespass Act*.

It should be noted that the Bill 212 amendments, which come into effect on February 1, 2008, will change the tools that can be used by administrators and school boards to ensure safety at schools. These amendments and the possible effects of these amendments will be addressed in this Chapter. Briefly, the amendments remove mandatory expulsions, limit the breadth of mandatory suspensions and remove the ability of a principal to rely on section 305 of the *Education Act* to exclude a student who is currently enrolled as a student at the school.

Safe School Transfers

In the Interim Report, the Panel identified safe school transfers as a recurring theme in school safety. Briefly, safe school transfers involve the transfers of students who:

- (1) are subject to interim release conditions that prohibit them from returning to their school;
- (2) are returning from a limited or full expulsion; or
- (3) are subject to Denial of Access notices pursuant to section 306 of the *Education Act* or a principal exclusion pursuant to section 265(m) of the *Education Act*.

¹⁴⁹ Section 265(1)(m) also provides for an appeal of the principle's exclusion. Section 265(1)(m) reads as follows:

access to school or class

(m) subject to an appeal to the board, to refuse to admit to the school or classroom a person whose presence in the school or classroom would in the principal's judgment be detrimental to the physical or mental well-being of the pupils;

Safe School Transfers at Westview

During the 2006-2007 academic school year, Westview was considered a “net sending school”. Westview sent out 22 safe school transfers and received 13 safe school transfers. In reviewing the reasons for the transfers, it is apparent that most of the situations involved students with some form of interim release conditions (police undertaking or bail conditions). Based on the data provided by the TDSB, it is not possible to determine whether or not the incidents that led to the interim release conditions occurred on, or off school property. In the current school year, Westview has sent out nine safe school transfers and has received five safe school transfers. Westview consistently sends out the most safe school transfers in the NW2 family-of-schools and is generally in the top 10 every year in system wide data.

Trend Analysis for Safe School Transfers

The TDSB has provided the Panel with safe schools data from the 2002-2003, 2003-2004, 2004-2005, 2006-2007 and 2007-2008 school years. Of these years, the highest total of safe school transfers (sending) was 840 (2005-2006 academic school year). The lowest total was 419 (sending) in the 2002-2003 school year. From September 2007 to November 26, 2007, the total number of safe school transfers was 383 (sending). In September 2007, there were a total of 236 transfers (sending). This obscenely high number can be explained by two factors: (1) during the summer months students were charged criminally and released on conditions that required them to move schools; and (2) at the beginning of the school year students were returning from limited or full expulsions. The following charts reflect a quadrant breakdown for safe school transfers for the 2002-2003, 2003-2004, 2004-2005, 2006-2007 and 2007-2008 school years:

2002 - 2003								
Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	69	74	16	4	9	4	94	82
SE	80	68	30	11	NA	NA	110	79
NW	108	140	9	7	1	0	118	147
SW	92	99	5	1	NA	NA	97	100
Total	349	381	60	23	10	4	419	408

2003 - 2004								
Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	72	64	19	17	6	8	97	89
SE	53	36	26	19	NA	NA	79	55
NW	169	171	18	22	0	1	187	194
SW	183	149	7	5	NA	NA	190	154
Total	477	420	70	63	6	9	553	492

2004 - 2005								
Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	112	80	15	3	9	2	136	85
SE	90	89	17	11	4	0	111	100
NW	137	143	27	26	1	0	165	169
SW	226	200	14	9	NA	NA	240	209
Total	565	512	73	49	14	2	652	563

2005 - 2006								
Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	119	93	20	7	8	4	147	104
SE	197	92	14	17	NA	NA	211	109
NW	173	169	51	48	2	1	226	218
SW	225	212	31	19	NA	NA	256	231
Total	714	566	116	91	10	5	840	662

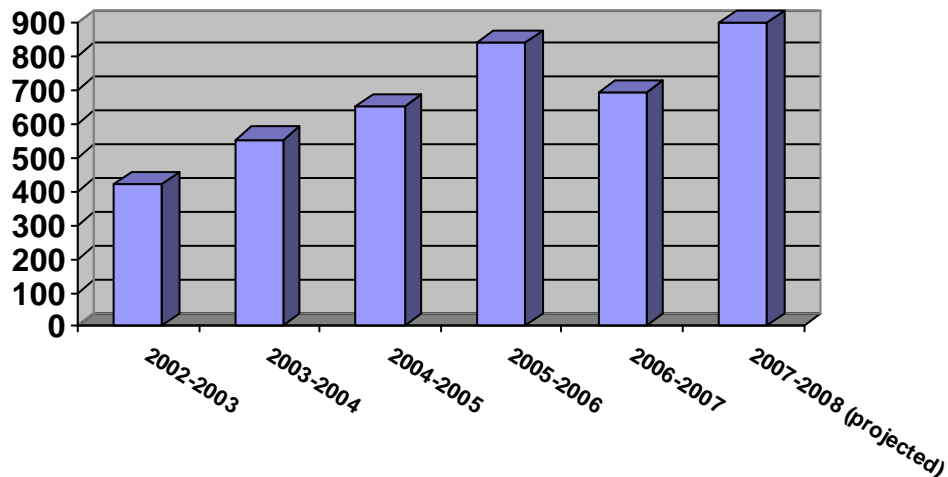
2006 - 2007								
Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	75	68	18	14	9	3	102	85
SE	105	89	8	8	NA	NA	113	97
NW	208	201	62	51	NA	NA	270	252
SW	179	151	27	22	NA	NA	206	173
Total	567	509	115	95	9	3	691	607

September 2007 - November 26, 2008								
Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	34	48	2	1	7	3	43	52
SE	68	62	3	3	0	0	71	65
NW	111	117	22	18	3	0	136	135
SW	118	109	15	6	0	0	133	115
Total	331	336	42	28	10	3	383	367

In reviewing the above data, it is clear that schools in the SW and NW region generally have the most safe school transfers sent. In the 2006-2007 school year, approximately 37% of all safe school transfers occurred in the NW quadrant. The over representation of SW schools is not surprising given that there are significantly more secondary schools in the SW quadrant (43) than the other quadrants (SE- 18, NE- 21, and NW- 28). The fact

that NW and SW schools have a higher number of safe school transfers is not surprising, as many of the schools in these regions are located in “complex needs communities”. For example, of the 60 highest ranked Learning Opportunities Index (“LOI”) schools, 45 of them belong to the SW and NW quadrants. The LOI is used to determine the distribution of the Learning Opportunities Grant provided by the Ministry of Education. It is also used to determine staffing allocations and used as one of many factors in determining the allocation of safety based resources (e.g. allocations of cameras and school safety based monitors). The LOI components include the following demographics of a school’s catchment area: (1) median income; (2) average mean income; (3) lone-parent families; (4) single detached houses; (5) apartment buildings; (6) people with low education; (7) people with university degrees; (8) students in the school who arrived in Canada in the past five years; (9) recent immigrants in the neighbourhood where the students live; and (10) student mobility. Westview, Emery and C.W. Jefferys (all of whom are in the NW2 family-of-schools) are ranked 1, 2, and 16 on the LOI, respectively.

The following is a graph of system totals for safe school transfers (sending):



With the exception of the 2006-2007 school year, safe school transfers have steadily increased. There are some historical factors that lend some added perspective to the safe school transfer data. The *Safe Schools Act* was passed by the provincial legislature in June 2000. The *Safe School Act* amended the *Education Act* to include mandatory suspensions and expulsions for certain enumerated conduct. The amendments came into effect in September 2001. The provincial Code of Conduct also mandated police involvement, in accordance with the police/school protocol, for all mandatory suspension and expulsion conduct, except for uttering a threat, possession of drugs and acts of vandalism, where police involvement is “as required” and swearing and being in possession or under the influence of alcohol, where police involvement is not mandatory. The TDSB exercised its option to add to the list of infractions for which suspension or expulsion is mandatory and to create a list of infractions for which suspension or expulsion is discretionary. It also constructed a Consequences of Inappropriate Student Behaviour Chart, (the “Consequences Chart”) which lists all the infractions, the minimum number of days for which a student must be suspended or expelled and whether

the principal “may” or “shall” notify the police. The Consequences Chart mandated administrators to notify police in cases where a student uttered a threat to inflict serious bodily harm. In removing the discretion to call in the police, the TDSB created a situation where it was more likely for safe school transfers to occur. Without a doubt, the “zero tolerance” mentality that infused the *Safe Schools Act* created an environment where police were more likely to be called and conditions were more likely to be imposed. It is no wonder that safe school transfers have increased over the last 5 years.

In addition, on July 7th, 2005, the Ontario Human Rights Commissioner initiated a complaint, in the public interest and on behalf of racialized students and students with disabilities, alleging that the application of the *Safe Schools Act* and the TDSB policies on discipline are disproportionately impacting racial minority students and students with disabilities. The complaint alleged that the TDSB had failed to meet its duty to accommodate racialized students and students with disabilities in the application of discipline, including the provision of adequate alternative education services for racial minority students and students with disabilities who were being suspended or expelled. The complaint further alleged that the TDSB’s conduct amounted to a failure on the part of the TDSB to provide equal access to education services and that this constituted discrimination. On November 20, 2005, the TDSB and the OHRC entered into a settlement where, amongst other things, the TDSB agreed to the following:

- (3) The TDSB will rewrite its grid of consequences and all related documents to ensure that the use of discretion and the use of mitigating factors are emphasized. The TDSB will ensure that school principals and all other staff are fully informed of, and in compliance with, this directive. The parties note that nowhere in the *Safe Schools Act*, regulations, or related policies, do the words “zero tolerance” occur.

- 8 (f) The TDSB will implement a procedure for student discipline with the goal of avoiding suspensions or expulsions. This procedure will be based on the principles of progressive discipline and will include but is not limited to: detention; peer mediation; restorative justice; referrals for consultation; and transfer.

Potential Misuse of Safe School Transfers

During the consultation process there were some people who expressed concerns to the Panel that safe school transfers were being used to remove problematic students without increasing suspension numbers. For example, the Toronto Star reported that teachers at C.W. Jefferys had advised the Star that Westview was using safe school transfers to remove students who were gang members.¹⁵⁰ The Panel was also advised that the staff at the TDSB, during a training session on Bill 212 sponsored by Borden Ladner Gervais LLP, were told that they should transfer more students as an alternative to formal

¹⁵⁰ Kristin Rushowy and Iain Marlow, “Student transfer policy spreads gang ills: Panel”, Toronto Star, August 30, 2007.

suspensions or expulsions. During one consultation, a deputant advised the Panel that she was told by a Superintendent that a student was not disciplined for a violent fight that erupted in class because the Superintendent wanted to reduce suspension and expulsion levels at the school. The deputant advised the Panel that this was due to the pressure caused by the OHRC decision. In the Interim Report, the Panel detailed the concerns expressed by teachers and administrators about the pressure to reduce suspensions and expulsions:

In the Fall of 2005, the TDSB settled a complaint brought by the Human Rights Commission about the application of the *Safe Schools Act* in TDSB schools. Elementary and secondary Principals attended a series of meetings during which they heard criticism of the way in which particular groups of students were perceived to have been disciplined for misbehaviours using the TDSB grid of consequences. Subsequent to those meetings, the grid of consequences was revised, safe schools procedures were revised and the practice of progressive discipline was emphasized. One of the goals of the TDSB was to reduce suspension and expulsion rates. These rates have come down; however the costs have been significant. In order to reduce the rates, students are often left in the schools who pose a significant risk to others. Many Principals felt pressure from supervisory officers, trustees and parents to forgo suspensions, expulsions and other consequences when these were in many cases the appropriate responses to specific student behaviours. In many cases, Principals were faced with opposition when they tried to deal with serious offences committed by some students. Principals felt trapped between opposing forces and interests. This uncertainty has led to an increase in negative and destructive behaviour in many schools and in many cases it is starting at an earlier age and in earlier grades than ever before.¹⁵¹

There is no question that there would be a strong motivation for administrators to use the Safe School Transfer Policy as a tool to remove problematic students without having to rely on suspensions or expulsions. This is particularly the case when teachers, administrators, superintendents and trustees are misinterpreting the settlement with the OHRC. Progressive discipline does not mean that a student's misbehavior is ignored; rather it is a recognition that suspensions and/or expulsions should be used as a last resort when other methods of addressing behavioural issues are ineffective.

During the 2005-2006 school year, safe school transfers increased by nearly 200 students. Suspensions, on the other hand, were significantly reduced. In the 2004-2005 school year there were 25,164 suspensions across the TDSB. In the 2005-2006 school year (the year of the settlement with the OHRC) the number of suspensions across the TDSB was drastically reduced to 17,591. This data, in and of itself, is not sufficient to demonstrate that safe school transfers are being used as an alternative to suspensions; however, the inverse relationship between safe school transfers and suspensions does raise some

¹⁵¹ TSAA written submission dated August 2, 2007, presented to the Panel at a consultation with TSSA chair Ami Trefler, Former Chair Karl Sprogis, and Vice Chair Don Stuart.

concerns and a clear policy statement from the TDSB is necessary to ensure that safe school transfers are not used as an alternative to suspensions.

In investigating the school transfer process, the Panel attempted to ascertain whether the conditions imposed on students were at the behest of administrators, imposed by police upon release, or judicially mandated. In attempting to ascertain this answer, the Panel consulted with participants in the criminal justice system, including some Justices and Justices of the Peace. Unfortunately, the answers the Panel received were inconsistent.

Members of the Toronto Police Service indicated that in most cases the conditions were part of judicial interim conditions imposed by a Judge or a Justice of the Peace. Detective Peter Duncan advised the Panel that at 31 Division, the conditions relating to non-attendance at school were generated at the request of the administration. During consultations with stakeholders from the criminal justice system, the Panel was advised that judges would rarely be involved in imposing these conditions, as it is the general practice in Toronto to have Justices of the Peace preside over bail hearings. One judge queried whether students were being released by police at the station with an undertaking that either explicitly required the students to stay away from the school or had the effect of requiring them to change schools (e.g. a condition requiring a student not to be within 100 meters of a student at the same school). Similarly, the principal of Westview, Randy Palermo, advised the Panel that in many cases the police were releasing students from the station with conditions that precluded them from attending at the school. Mr. Palermo further advised the Panel that he was not requesting these conditions from the police.¹⁵²

In reviewing the files of three of the nine Westview safe school transfers, the Panel found two cases where judicial interim release conditions had the effect of removing the students from Westview. In one case, the condition explicitly forbade the student from returning to Westview. In the other case, the student was to stay 100 meters away from the alleged victim (also a Westview student). In both cases, the student was a safe school transfer away from Westview.

The Panel is unable to determine whether administrators are requesting that the police impose conditions on students that require them to transfer from their home school. Frankly, the records kept by administrators, the TDSB and the Toronto Police Service do not allow for this analysis. As such, at this point in time, there has not been enough evidence presented to the Panel to make a final determination on this issue, nor has there been enough evidence to determine whether the Safe School Transfer Policy is being abused. Irrespective, the Panel is of the belief that the Safe Schools Transfer Policy is open to abuse. The potential for abuse can come in many forms, including the following:

¹⁵² Pursuant to section 503 of the *Criminal Code of Canada*, a police officer may release a person charged of a criminal offence on certain conditions, including conditions requiring the accused person to abstain from communicating, directly or indirectly, with any victim or other person and from going to any place specified by the officer.

1. calling the police to intervene in situations with the ulterior purpose of having a student charged criminally and placed under a condition not to communicate with a student victim or student co-accused (the condition would require transfer);
2. issuing a Notice Denying Access (students returning from a Notice Denying Access can be transferred);¹⁵³ and
3. encouraging police to impose conditions requiring a student to transfer from his/her home school.

Recommendation 71: The TDSB should enact a formal policy advising administrators they are not to engage in the activities detailed above. The policy should explicitly state that Safe School Transfers are not to be used as an alternative to discipline and should only be used in exceptional circumstances. The policy should advise administrators that they are not to encourage police or the judiciary to impose conditions on a student that would require the student to be transferred from his/her home school.

Much of the concern regarding safe school transfers is derived from the fact that there is no legislative authority for the transfer of students. The Panel recognizes that it may be necessary, in very limited circumstance, to have a student transferred from his/her home school. The Board should be empowered to transfer the student in accordance with a legislative framework that provides appeal rights and limits the potential of abuse.

Recommendation 72: The Education Act should be amended to provide statutory authority for a School Board to transfer a student from one school to another. The transfer provisions should only allow for a transfer in the following situation:

- a. *Where the student requests the transfer;*
- b. *Where the student is subject to a principal's exclusion order pursuant to section 265(1)(m); or,*
- c. *When a student is subject to interim release conditions that require a transfer and the administrator is of the opinion that the student poses a direct and real threat, physically or otherwise, to other students at the school.*

If an administrator is not of the opinion that a student poses a direct and real threat, physically or otherwise, to other students at the school, then the legislation should obligate an administrator to contact a court liaison worker to assist the student in revising the interim release conditions. The legislation should include an appeal procedure as well as obligating school boards to provide programming to students prior to their transfer.

¹⁵³ A Notice of Denial was used in the K.D. Case referred to in the Interim Report.

In addition, the Panel's experience in attempting to fully understand this issue has pointed to the apparent lack of communication among all stakeholders. This lack of communication is having a detrimental effect on the education of students who have come into contact with the criminal justice system. To increase communications a standing committee should be created with all relevant stakeholders so as to ensure that there is adequate communication on issues regarding the criminal justice system and youth education. In addition, in order to facilitate better communications between the Toronto Police Service and the TDSB, the TPS should create a staff position with responsibility for liaising and working with the TDSB.

Recommendation 73: A Standing Education-Justice Committee, made up of high-level representatives from all Toronto school boards, Youth Court Judges, Youth Court Justices of the Peace, the Criminal Defense Bar, Crown Attorneys, the Toronto Police Service as well as a representative of a court liaison officer should be established. The committee should meet twice a year to analyze and take action on issues relevant to the interplay between youth education and the criminal justice system, including the issue of Safe School Transfers. The committee should meet within 60 days of the date of this report.

Recommendation 74: The Toronto Police Service should create a position of Staff Superintendent –School Safety, with the responsibility for liaising and working with the TDSB with respect to policing issues that affect students.

The TDSB Response to “Programless” Safe School Transfer

In the Interim Report, the panel noted that parents, teachers, administrators and community organizations were concerned that safe school transfer students were not receiving transitional programming and counselling when it was clear that these students were troubled. The Panel identified these students as “programless” safe school transfers.

In the Interim Report, the Panel detailed the concerns shared by various members of the C.W. Jefferys staff with respect to issues surrounding safe school transfers. In particular, staff at C.W. Jefferys advised the Panel that in many cases, safe school transfers had anger management problems and received little to no counselling prior to transfer. Ms Tennant and Ms Kojima explained to the Panel that matching the student timetable was often times difficult and would lead to spares in which the student had no classes scheduled. As such, the student would become a “hallway wanderer”. Ms Tennant further advised the Panel that students, who are transferred within the same family-of-schools are still exposed to the same bad influences or connections that may have contributed to the conduct that made the student a safe school transfer.

Since the release of the Interim Report, the TDSB has taken steps to address the problem of “programless” safe school transfers. This is an important first step, as it would appear

that the number of safe school transfers is rising at a drastic rate. The Panel has been advised by the TDSB that since the publication of the Interim Report, students who are transferred as a result of conduct that arose on school property are given access to alternative to suspension (“A2S”) and limited expulsion (“SPES”) programming. This programming would be available to a student who received interim release conditions arising from an incident that occurred on school property or that resulted in a principal either suspending or expelling (limited) the student. In a consultation with various members of the Safe and Caring Schools Department, it was acknowledged that in the case of a student who received a minor suspension (e.g. less than five days), it would not be beneficial to access these programs. A2S programs are generally beneficial to a student who has received a longer suspension (e.g. greater than five days).

For students who are transferred as a result of conduct that occurred off school property (where there is no suspension or expulsion that could attach to the conduct), the same type of programming is not offered. The Panel was advised by the Safe and Caring Schools Department that depending on the severity of the incident, the student would be offered programming and Child and Youth Counsellor (“CYC”) support. This would occur at the receiving school. The nature of the programming is not clear. The TDSB has proposed that each safe schools quadrant office have a dedicated CYC who would be responsible for enabling transition success (during the first six weeks) for students who have been safe school transferred. In addition, the TDSB is currently reviewing and assessing the safe school transfer policy. The TDSB has further advised the Panel that criteria will be developed to better determine transfer locations, conditions and supports. The TDSB has advised the Panel that there are, “plans underway to completely revise and/or redesign the procedure and intended outcome. Stakeholder voices will be sought in the near future”. The Panel commends the TDSB on acting in an expedient manner to address some of the problems caused by “programless” safe school transfers.

In addition to the actions taken by the TDSB, the Panel believes that further action is required in three areas. The first area of concern relates to programming available for students who are safe school transferred as a result of activity that occurs off school property. The Panel recommends that there be no distinction, for the purposes of programming offered, between students who received interim conditions for conduct on or off school property. By offering A2S and SPES programming to students who received interim conditions as a result of activity that occurred on school property, the TDSB has acknowledged that the programming is beneficial to the well-being of the students. If the programming is beneficial to these students, then there is no principled reason why it would not also be beneficial for students who received interim conditions as a result of activity that occurred off school property.

Recommendation 75: The TDSB should offer A2S, the Support Program for Expelled Students and Strict Discipline School programs (or the equivalent after Bill 212 comes into force) for all Safe School Transfers irrespective of whether the interim conditions requiring the transfer were a result of conduct that occurred on or off school property.

The second area of concern for the Panel is the level of support provided to students upon entering a new school. The steps taken by the TDSB to ensure that each quadrant has a CYC to assist in the transition of a safe school transfer is commendable but is not sufficient to address this problem. Upon entering a school, a safe school transfer may need more than just CYC support. The support of a social worker and the help of a child and youth worker (“CYW”) may be necessary as well. A multi-disciplinary approach may be necessary to address the many needs of a student who has come into conflict with the law.

Recommendation 76: All schools should set up a Safe School Transfer Team that would meet prior to receiving a Safe School Transfer to determine the needs of the students. The Safe School Transfer team should include the administration of the school, the head guidance counsellor, school social worker, youth counsellor, or Child and Youth Worker (“CYW”). Parents of the students should be invited to a safe school transfer team meeting so as to assist in developing a plan for addressing the needs of the students. The needs of the student will include determining whether the student requires alternative education programming and/or access to a social worker, psychologist, and/or psychiatrist.

Recommendation 77: Where a safe school transfer is required, the transferred student, prior to attending classes, should be placed into an orientation program, so as, to better acclimatize the student to the new surroundings. This orientation program should include explaining the rules of the school to the student and discussing with the student the plan developed by the safe school transfer team.

Transferring a student from one school to another school can have a negative impact on a student’s education. This point, however, does not seem to resonate with educators and members of the criminal justice system. Indeed, if the negative impacts were understood, then one would hardly expect to see the alarming increase in safe school transfers since 2002-2003. Too often, crown attorneys (at bail hearings), justices of the peace (at bail hearings), police and TDSB administrators do not critically evaluate whether a condition requiring a student to transfer from their home school to another school is beneficial to the student’s education.

The Cohort Study, detailed earlier in this Chapter, found that transferring a student from one school to another, significantly increases the likelihood of the student dropping out. The study found that students who changed schools but remained in the same residence had a much lower graduation rate (45%) and a much higher dropout rate (34%) than their counterparts who stayed in the same residence and same school (84% graduated and 10% dropped out).¹⁵⁴ Transferring a student is not beneficial to a student’s education. This must be understood by all stakeholders when they are deciding matters that affect the

¹⁵⁴ Robert S. Brown in April, 2006 entitled, “The TDSB Grade 9 Cohort Study: A Five Year Analysis, 2000-2005”

education of a student. Conditions that explicitly require a student to transfer from their home school should be avoided and only granted in exceptional cases. Conditions that require a student not to communicate with an alleged victim or co-accused should also include an explicit statement that the condition does not require a student to transfer schools. Conditions that require a student to be at least 100 meters away from an alleged victim or co-accused should be followed by the following or similar statement: “except for the purposes of attending school”. The condition could also be crafted in certain circumstances to ensure that the student is not in the same class as the alleged victim or co-accused. Transferring a student should only occur in exceptional cases and as a last resort.

Recommendation 78: When considering whether to release a young person who has been charged with a criminal offence, police officers, Justices of the Peace and Judges should consider the impact that the proposed conditions, such as “no-contact with co-accused”, will have on the young person’s education. Conditions that have the effect of impairing a student’s ability to attend school should be avoided unless they are necessary in the public interest. A condition that requires a student to be removed from his/her home school should only be imposed in extreme circumstances, where the student poses a direct and real threat, physical or otherwise, to other students at the school.

Recommendation 79: The Federal Department of Justice should study the feasibility and advisability of creating judicial interim release provisions specific to the Youth Criminal Justice Act, which would require a court to consider the impact that the decision may have on a young person’s access to education.

Recommendation 80: There should be education provided to Crown Attorneys, Justices of the Peace and Judges to inform them regarding the impact of the criminal justice system, including judicial interim release and sentencing dispositions, on access to education.

In addition, the TDSB should act as an advocate for children and youth who have conditions imposed on them by police or a Justice of the Peace. The Panel, through its consultations with various TDSB employees, have been left with the sense that administrators and the Safe School Department feel that they cannot interfere with conditions and that they must follow the interim release conditions irrespective of whether a transfer is in the best interest of the student. The Panel finds this unacceptable. Administrators at a school stand in *loco parentis* for their students. In this role, the administration, and indeed the TDSB, should advocate on behalf of a student who may be detrimentally affected by a transfer. As such the Panel recommends the following:

Recommendation 81: Where a student is required to transfer schools because of conditions imposed by a police undertaking or judicial interim release, the administrator at the home school should determine whether a transfer is in the best interest of the student. The principal should start from the presumption that a transfer is not beneficial to the student. Where it is determined that a student should not be transferred, the administrator should contact the TDSB court liaison officer to assist the student in varying the police undertaking or judicial interim release conditions, as soon as possible.

Recommendation 82: The TDSB should allocate at least one court liaison officer for each of the three Toronto youth courts. The role of the court liaison officers should be expanded beyond issues of judicial interim release to restorative justice.

Suspensions and Expulsions

The two main forms of discipline used by educators are suspensions and expulsions. Of the tools mentioned at the onset of this section, suspensions and expulsion are the only items found in the “Discipline” section of the *Education Act*. The TDSB has provided the Panel with suppressed suspension and expulsion data for the 2004-2005, 2005-2006 and 2006-2007 academic school years. Generally, the trend is that suspensions have decreased drastically during this period of time, while expulsions have varied.

History of Suspensions and Expulsions

Prior to amalgamation, the first steps taken toward a zero tolerance approach to discipline occurred in 1993, when the Scarborough Board of Education adopted a Safe School Policy on violence and weapons. Post amalgamation, the Progressive Conservative party, during the 1999 provincial election, included in its party platform a zero tolerance policy for delinquent behaviour in schools. In April 2000, Education Minister Janet Ecker released a code of conduct for Ontario schools. One month later, the Minister introduced the *Safe Schools Act*. The *Safe Schools Act* proposed to amend the *Education Act* to give force to the provincial *Code of Conduct* and provide principals and teachers with more authority to suspend and expel students. The *Safe Schools Act* was passed by the legislature in June 2000, and the amendments to the *Education Act* took force in September 2001.

Prior to the enactment of the *Safe Schools Act*, section 23 of the *Education Act* regulated the suspension and expulsion of students. The authority to suspend students was limited to principals and the authority to expel students was limited to school boards. In both cases, the exercise of authority was discretionary. The grounds for suspensions were fairly limited and a student could only be expelled from all the schools in a board if his or her conduct was “so refractory that the pupil’s presence was injurious to other pupils or persons”.

Suspensions and Expulsions

The suspension and expulsion data at Westview is alarming. As detailed earlier in this chapter, in the 2004-2005 school year, Westview had 292 suspensions, representing 13.69% of its student population. In the same year, Westview had nine expulsions. In the 2005-2006 school year, Westview had 518 suspensions, representing 20.68% of the student population. In the same year, Westview had nine expulsions. In the 2006-2007 school year, Westview had 450 suspensions, representing approximately 20.82% percent of the student population. In the same year, Westview had less than six expulsions. During a consultation with the principal of Westview, Mr. Palermo, the Panel was advised that the increased number of suspensions at the school could be a sign that the school was getting healthier:

I think suspension data can also be taken, suspension data that is high can also be taken as a positive in regards to the health of the school. I'll explain what I mean. If we are using a progressive discipline model... some students who are not attending or not doing what they need to do, may receive the suspension for neglect of duty or habitual neglect of duty and that may be a simple one day suspension that is another tool to say, "Hey, we need to make a change here". It will involve connections with the parents and if at all possible a chance for the parent to come back in and meet with the Vice Principal or teacher and have a discussion around what is happening with this child. And I think, if we are using progressive discipline models in getting to those kinds of suspensions more often, which I believe we are, it shows that we're addressing students in need. We're not ignoring that one day suspension or we are not getting to the students we need, who are not doing the right things, who need to be addressed... again through that progressive model ... so it's not necessarily a negative indicator.

This increasing trend in suspensions (by percentage of student population suspended) stands in stark contrast to the rapid decrease in overall suspensions in the TDSB during the same period of time. In the 2004-2005 school year, 5.6% of all students in the TDSB were suspended. In the 2005-2006 school year, the total percentage of students suspended in the TDSB was 4.12%. Last year, the total percentage of students suspended in the TDSB was even lower, at approximately 3.65%.

Compared to other secondary schools that have a student population of over 800 students, Westview consistently has one of the highest percentages of students suspended. In the 2004-2005 school year, Westview was fifth out of the 67 schools with over 800 students. In the 2005-2006 and 2006-2007 school year, Westview had the highest percentage of students suspended. The following charts compare the percentage of students suspended at secondary schools with over 800 students for the 2004-2005, 2005-2006, and 2006-2007 academic school years (top ten detailed):

Name of School (2004-2005)	% of Students Suspended Per Enrolment
North Albion Collegiate Institute	18.78
Rosedale Heights School of the Arts	18.09
Western Technical –Commercial School	14.07
Danforth Collegiate Institute	13.75
Westview Centennial Secondary School	13.69
Lakeshore Collegiate Institute	13.23
Sir Wilfrid Laurier Collegiate Institute	12.51
Northview Heights Secondary School	12.40
Winston Churchill Collegiate Institute	12.33
Georges Vanier Secondary School	12.00
Name of School (2005-2006)	% of Students Suspended Per Enrolment
Westview Centennial Secondary School	20.67
Lakeshore Collegiate Institute	16.37
Danforth Collegiate Institute	14.84
Sir Wilfrid Laurier Collegiate Institute	14.37
Winston Churchill Collegiate Institute	13.60
Northview Heights Secondary School	10.52
George Harvey Collegiate Institute	10.28
Sir John A Macdonald Collegiate Institute	9.47
Western Technical –Commercial School	8.79
Weston Collegiate Institute	8.77
Name of School (2006-2007)	% of Students Suspended Per Enrolment
Westview Centennial Secondary School	20.82
Lakeshore Collegiate Institute	15.78
George Harvey Collegiate Institute	15.23
Sir Wilfrid Laurier Collegiate Institute	13.08
Danforth Collegiate Institute	11.02
Birchmount Park Collegiate Institute	8.97
Winston Churchill Collegiate Institute	8.94
Lester B Pearson Collegiate Institute	8.91
Western Technical –Commercial School	8.88
Weston Collegiate Institute	8.80

Westview's high ranking is part of a general trend of high rankings in the NW2 family-of-schools. The following charts detail the total number of suspensions in each family-of-schools. In the 2005-2006 school year, NW2 was considerably higher than the other families-of-schools. In the 2006-2007 school year, NW2 had the second highest total number of suspensions. The following two charts detail the total suspension numbers by family of schools for the 2005-2006 and 2006-2007 academic school years.

Family of Schools (2005-2006)	Total # of Suspensions	Family of Schools (2006-2007)	Total # of Suspensions
NW2	1,661	NW1	1,178
NW1	1,188	NW2	1,036
NW4	1,087	NW4	1,028
NW5	1,017	NW5	881
SW1	957	SW4	770
SW4	931	SW5	692
SE4	894	SE4	683
SW5	887	SW1	663
NW3	834	SE2	652
SE2	819	SE5	645
SW2	754	NW6	642
NW6	753	NE5	608
NE2	752	NW3	605
SE1	737	SW2	591
NE5	700	NE4	585
SE6	652	SW6	548
SE5	651	NE2	519
NE4	625	SE6	468
NE6	500	NE6	420
SW3	500	NE1	381
SW6	483	SE3	371
NE1	428	SW3	339
NE3	345	NE3	301
SE3	336	SE1	120

The above data further details the disproportionate number of suspensions in the NW quadrant. The NW quadrant consistently has the highest percentage of students suspended. Below are charts that detail the percentage of students suspended by quadrant for the 2002-2003, 2003-2004, 2004-2005, 2005-2006 and 2006-2007 school years:

2002-2003

NW	6.7%
SE	6.6%
SW	5.3%
NE	3.7%

2003-2004

NW	6.52%
SE	6.13%
SW	5.1%
NE	3.8%

2004-2005

NW	7.1%
SE	6.1%
SW	5.3%
NE	3.9%

2005-2006

NW	4.95
SE	3.8%
SW	3.6%
NE	2.5%

As noted in the charts above, the total number of suspensions in all quadrants has decreased significantly over time. Westview's increase over the last three academic school years is surprising given the reduction in suspension numbers over the last few years. Below is a chart detailing the system wide totals for the last five academic school years:

Year	Enrolment (Head Count)	Total # of Suspensions	Total # of Students Suspended	% of Students Suspended Per Enrolment
2002-2003	294,567	26,418	16,550	5.6%
2003-2004	284,272	24,583	15,255	5.36%
2004-2005	280,412	25,164	15,664	5.59%
2005-2006	276,507	17,915	11,818	4.27%
2006-2007	272,035	14,756	9,923	3.65%

The expulsion data also reflects this same decreasing trend with the exception of this recent school, year in which there was a drastic increase in expulsions:

Year	Enrolment (Head Count)	Total # of Expulsions	% of Total Expulsions Per Enrolment
2002-2003	294,567	360	.121%
2003-2004	284,272	304	.107%
2004-2005	280,412	271	.09 %
2005-2006	276,507	184	.07 %
2006-2007	272,035	258	.10 %

Both student enrolment and the number of total suspensions in the TDSB have decreased significantly over the last three academic school years. A reduction in enrolment could partly explain the reduction in suspensions over the last three academic school years; however, it could hardly explain the full extent of the reduced suspension numbers. For example, from 2004 to 2006, enrolment at the TDSB dropped by 3,905 students. During that same period of time, the total number of suspensions in the TDSB dropped by 7249 and the total number of students suspended dropped by 3,846 students. Clearly, the reduction in suspensions is too high to be solely attributable to the reduction in student enrolment. Furthermore, the percentage of students suspended per enrolment dropped by 1.32 % during the same period of time.

The reduction in student enrolment may have played a more significant role in decreasing suspensions from the 2005-2006 to 2006-2007 academic school year. During that time period, student enrolment was reduced by 4,472 students (larger reduction than previous year). In that same period of time, the total number of suspensions dropped by 3,159 (less of a decrease compared to the previous year) and 1,895 fewer students were suspended (less of a decrease compared to the previous year). Furthermore, the decrease in students suspended per enrolment for the same period of time is less than 1% (.62%). As a result, it is likely that the reduction in enrolment during this period of time played a larger role

in decreasing suspensions than in previous years. A similar analysis can be applied to the decrease that occurred during the 2002-2003 and 2003-2004 academic school years.

What explains the high percentages from 2001-2005 and the drastic reduction and decreasing trend since the 2005-2006 school year?

Without having the benefit of adequate pre-*Safe Schools Act* data, it is impossible to do a full trend analysis to determine conclusively whether the amendments to the *Education Act*, creating mandatory suspensions and expulsions, caused an increase, significant or otherwise, in suspension and expulsion data. Despite the lack of complete historical data, the Panel is of the view that the *Safe Schools Act* amendments significantly contributed to the increase in the number of suspensions during the 2001-2005 academic school years.

The Panel has been provided system wide suspension data by the Ministry of Education that includes the 2000-2001 and 2002-2003 academic school years. This data does not include a breakdown per school at the TDSB. The data illustrates that for the academic school year prior to the *Safe Schools Act* amendments, the percentage of students suspended was significantly lower than the subsequent school year. In the 2000-2001 school year, there was a total of 11,795 students suspended in the TDSB (student enrollment was 296,031 – total percentage of students suspended was 3%). The following year, after the *Safe School Act* amendments were applicable, the total number of suspensions jumped to 15,431 students (student enrollment was 297,148 – total percentage of students suspended was 5.2%). Clearly the data suggests that the amendments significantly contributed to the increase in suspensions.

It is without a doubt that the *Safe School Act* amendments to the *Education Act* came very close to implementing a zero tolerance policy in schools across Ontario. While mitigating circumstances were provided in the regulations, they were not very broad. The mitigating circumstances, as found in Ontario Regulation 37/01 and Ontario Regulation 106/01 read as follows:

- (a) the pupil does not have the ability to control his or her behaviour;
- (b) the pupil does not have the ability to understand the foreseeable consequences of his or her behaviour; or
- (c) the pupil's continuing presence in the school does not create an unacceptable risk to the safety of any person.

If read strictly, these mitigating circumstances would very rarely be used. Noticeably absent from the mitigating circumstances is any reflection of what is in the best interest of students. It should also be noted that while the *Safe Schools Act* amendments created mandatory suspensions and expulsions for some forms of conduct, the TDSB decided to add to the list of conduct that would lead to automatic suspensions and expulsions. As a result, it does not come as a surprise to the Panel that the suspension rates experienced between 2001-2004 were significantly higher than the rates experienced pre- *Safe*

Schools Act amendments (2000-2001). The entire thrust of the amendments was to remove discretion from administrators and facilitate the orderly removal of students from schools. What then has caused the decrease in the number of suspensions from the 2005-2006 school year ?

Without a doubt, part of the reduction can be explained by the OHRC settlement with the TDSB. As detailed above, the OHRC settlement required the TDSB to engage in progressive discipline measures and to use suspensions and expulsions as last resorts. Subsequent to the OHRC settlement, administrators, teachers, trustees and superintendents were all given training on the effect of the OHRC settlement and on how to engage in progressive discipline. This training and the OHRC's tireless efforts to educate staff at the TDSB is, in part, responsible for the decrease in suspension and expulsions rates. In addition, the work of the Safe School Task Force, in highlighting the high number of suspensions and expulsions and discriminatory aspects of the disciplinary procedures at TDSB, clearly had an effect on the suspension numbers. As one senior superintendant at the TDSB advised the Panel, "the culture went from 'thou shall suspend' to 'thou shall not suspend'". As noted above, it has also been suggested by some community organizations, student advocacy groups and staff at the TDSB that some administrators have relied upon procedure not typically meant as a form of discipline (i.e. Safe School Transfer, Denial of Access and Principal Exclusions) to avoid increasing suspension and expulsion statistics. Lastly, the culture at the TDSB, as detailed in the Interim Report, supported the reduction of suspension and expulsion numbers.

While it is clear that the number of suspensions has decreased, it is not clear whether this has correspondingly made schools safer. Does a reduction in suspensions lead to safer schools? As a general proposition, it is obvious to the Panel that a reduction in suspensions and expulsions is beneficial to the school community and the students it serves. The question becomes, how does one lower suspensions and expulsions and does the process by which one lowers suspensions and expulsions have an effect on the safety of a school?

The Perception of Leniency

In the Interim Report, the Panel described the sentiment shared by many staff members at C.W. Jefferys that the administration was not adequately disciplining students who were misbehaving:

There have been a few times however, when I didn't feel that they were dealt with in a serious enough manner. I didn't think the consequences matched the behaviour, for example. Yes, something was done about it but... Or I was feeling like a student who would be so infamous in the school that it was less likely something would be done about him because he was always in trouble. So even though I would take action there, nothing happened in that regard, even after writing a letter, after being asked to write a letter, and so on. But I have been lucky in one way,

because I don't have a lot of run-ins with students except for in the hallways, perhaps, but in the class room I don't have problems, so when I do have a problem they take it seriously.... However, for a lot of my colleagues it has not been the same, and I can see that.

And, when looking at these issues, there are a number of reasons as to why I feel this has been happening. One of them is that there is a lack of consequences. If a student is caught in an act that they should not be doing and he or she is referred to the vice principal, often times the teacher would have to write out a very lengthy report, would have to come see the vice principal to prove it, and have the student there if that. The student would, at most times in my experience, deny it and nothing would be done. The student would be reprimanded and that's about as far as it would go.

There have also been times in my experience when I've referred a student down to the vice principal and the vice principal didn't know what to do regarding the discipline of that student. I actually had one vice principal [name omitted] say, "What should I do? What do you want me to do? What can I do? I don't know what to do? Do you have any suggestions?" When I made that suggestion, the vice principal was very reluctant to follow-up on it.

The results from the teachers' survey, as detailed in Chapter 2 of the Report, further elaborate on this concern. For example, 60.8 % of the teachers surveyed at C.W. Jefferys strongly agreed with the statement that C.W. Jefferys has become too lenient over the past few years. 25.5 % of the teachers agreed with the statement. In addition, 58.8% of the teachers surveyed at C.W. Jefferys strongly disagreed with the statement that administrators at the school support teachers who try to punish badly behaved students, while 21.6% agreed with the statement.

The data from Westview shows a similar perception, albeit to a lesser extent. 18 of the 37 Westview staff (48.6%) agreed that discipline at Westview has become too lenient over the past few years. 15 of the 37 Westview staff (40.5%) disagreed that they are always supported by the administrators when they try to punish students. It should be noted, that during the consultations, many of the Westview teachers supported the administration. In a few consultations, teachers explained that discipline and enforcement of school rules were better now than they were two or three years previously. Once again, the anonymous surveys paint a picture that was not expressed to the Panel during the consultation process.

"Quick fixes" to the reduction of suspensions and expulsions data does not create a healthy environment. Ignoring a student's misconduct does not create a safe school. Progressive discipline does not mean a principal or teacher should ignore misbehaviour. It means addressing the bad behaviour without relying on suspensions or expulsions as a first choice. Similarly, relying too heavily on suspensions and expulsions as a form of

deterrence against delinquent behaviour does not address the issues causing a student's misconduct, nor does it create a safe school. Suspending one in every five students does not lead to a safe school.

Suspensions are not an effective tool in creating a healthy school. This is particularly the case in "priority neighbourhoods". Suspension are based on the premise that a student who is not allowed to return to school for a certain period of time will receive the supports and discipline necessary at home to ensure that the student's misbehaviour is deterred and corrected. This is particularly the case when a student who is suspended does not have the proper supports to make the suspension an effective tool to deter and correct misbehaviour. Equally as sad is the fact that students in "priority neighbourhoods" are less likely to have adequate supports at home. The entire TDSB has not recognized this reality. As a result, suspension numbers in "priority neighbourhoods" are generally higher.

In stark contrast to the comments made by Mr. Palermo, the Panel was advised by another principal, Wayne Kodje, that suspensions do not assist in addressing the needs of students. Rather, Mr. Kodje explained that suspensions are given because the expectation from teachers and parents is that this conduct should warrant a suspension:

Wayne Kodje: *We have some high needs students here. Some very high needs. But, I felt that there was something that we needed to do to be able to try to address the problem, and it was a problem that was, and to a certain extent still is, quite chronic. What we do with kids who are engaging in a lot of violence. And so, anything that they engaged in that ... consisted of a violent nature, we had been giving consequences for – not necessarily suspensions – and it did not seem to be addressing, didn't seem to be stopping them. So after having repeatedly visiting the problems with the same students over and over again, I began suspending. A lot of the students are the same students repeated, some of them got 3, 4, 5 suspensions. And of course I had discussions with their families about this as well as supports services [including TDSB social workers, Special Ed., Safe Schools]. And, I started suspending. And after awhile we realized that these kids ... it was just not stopping. They were being suspended and coming back and they're still engaging in the same kinds of behaviours that they were suspended for.*

Panel Member: *Doesn't that tell you suspensions do not work?*

Wayne Kodje: *Oh, I know that....There is an expectation that when a certain kind of behaviour happens, when there is violence towards a staff person or if a student is hurt - not just attacked but when they are attacked and hurt. There is an expectation that the recourse will be the parents will be informed and the child will be suspended. Discipline at a school must be enforced. It is the manner of enforcement that helps build a safe and caring school. Suspensions are only effective when there are supports at*

home and at school that assist the student. For a variety of reasons, students in “priority neighbourhoods” do not have the proper supports at home and at school to make suspension an effective tool. Unfortunately, based on the data above, it would appear that the high priority neighbourhoods have higher rates of suspension. Suspensions should not be used as a primary tool of discipline. They are simply not effective. That does not mean that student misbehaviour should go unpunished; rather, the punishment should be focused on the root causes of the misbehaviour. Suspensions do not address the root causes of a student’s misbehavior.

The Panel completely agrees with Mr. Kodje’s analysis on the effectiveness of suspensions, particularly as it applies to schools in “priority neighbourhoods”. As such, the Panel finds that suspensions are not an effective tool to ensuring the health of a school and where suspension rates are high, the TDSB should react immediately.

Recommendation 83: The Panel recommends that Board Policies be amended to provide that where a school has a suspension rate of 10% or higher, the Superintendent responsible for the school must report the school to the “Well-Being and Equity Department” (see recommendations 112-113). Working in concert with the Superintendent, and the Administrators, the Well-Being and Equity Department is to conduct a Needs Assessment and provide the school with an integrated multi-disciplinary support team to assist in addressing whatever health issues may present themselves in respect of the school environment. The support team will consider whether it is necessary to conduct anonymous student and teacher surveys to identify safety concerns at the school.

Suspensions Interrupt the Education of a Student

Suspensions interrupt the education of a student. The vast majority of suspensions are short in duration, not exceeding five days. In the 2006-2007 school year, 91% of all suspensions (13,655) lasted five days or less in duration. 41.2% of all suspensions lasted one day in length and only 3.7 % of all suspensions lasted longer than 10 days. Approximately 5% of all suspensions were between five and seven days in length. In cases where a student is suspended for five days or longer, the student should be referred to an A2S site where they can continue their education in a setting that may assist them in addressing other issues that may have led to the suspension. It should be noted that Bill 212 obligates school boards to offer alternative to suspension programming for all suspensions that are greater than six days in length.

While a large percentage of suspensions are only a day or two in length, a significant amount of school time can nonetheless be missed when a student is suspended several times in one school year. In the case of a one or two day suspension, it makes little sense for a student to attend an A2S site. The Panel consulted with parents in the “Jane Finch Community” who described to the Panel the difficulties that they, on behalf of their

children, have had in trying to obtain school work for their child while he or she serves a suspension. The Panel consulted with front line student counsellors from PEACH who confirmed this difficulty. The student counsellors at PEACH described to the Panel their difficulties in collecting homework for suspended students. This academic school year, PEACH has been designated as an A2S site. Hopefully this will assist the counsellors in obtaining full co-operation from school staff. That being said, the Panel had been advised that staff at A2S sites also have difficulty obtaining school work for suspended students attending the program.

Recommendation 84: Once a student has been suspended, a student's guidance counsellor should be responsible for ensuring that the student receives his or her school work during the suspension. If the student has entered an A2S site, then the teacher at the A2S site should liaison with the guidance counsellor.

Recommendation 85: Upon a student's second suspension, a multi-disciplinary team of administrators, social workers, teachers, CYC and CYW should meet with the student and his or her parent(s) to determine whether the student requires alternative education measures and/or counselling. For students who habitually misbehave, the multi-disciplinary team should consider whether the student should be placed in an A2S site for a full semester or longer depending on the needs of the student and their progress in the alternative education program.

The Possible Effect of Bill 212

The recent amendments to the *Education Act* should reduce the number of suspensions and expulsions across the TDSB. After February 1 2008, the *Education Act* will be amended so as to remove from principals the power to expel students and to place this power in the hands of the Board. In addition, mandatory expulsions will be replaced by mandatory suspensions. In the place of the "zero tolerance" mentality of the *Safe Schools Act* amendments, Bill 212 amends the *Education Act* to include, what has been coined by some, as the "progressive discipline" provisions.

Section 309 of the *Education Act* (mandatory expulsions) will be repealed on February 1, 2008, and will be replaced with the provisions with respect to the appeal of a suspension. In addition, s.308 of the *Education Act* has been repealed and replaced with provisions requiring a principal to inform the pupil's teacher of the suspension and make reasonable efforts to inform the student's parent or guardian of the suspension within 24 hours of the suspension being imposed. The notice must be provided to the pupil and pupil's parents and must detail the reasons for suspension, the duration of the suspension and information and programs for suspended pupils along with information with respect to the right of appeal.

The discretionary expulsion section of the *Education Act* (s.310) will be repealed and replaced with a provision requiring mandatory suspension for those activities that were

once considered mandatory grounds for expulsion. Under the new s. 310, a principal must suspend a student for up to 20 days, taking into account any mitigating factors or other factors described by the regulation and is required to assign the pupil to a program for suspended pupils in accordance with any policies or guidelines issued by the Minister. Ontario Regulation 427/07 (which comes into force on February 1, 2008) adopts the mitigating circumstances as set out in Ontario Regulation 37/01 and Ontario Regulation 106/01 and expands upon the list of mitigating circumstances to include the following:

- s. 3. For the purposes of subsections 306 (2), 306 (4), 310 (3), 311.1 (4) and clauses 311.3 (7) (b) and 311.4 (2) (b) of the Act, the following other factors shall be taken into account if they would mitigate the seriousness of the activity for which the pupil may be, or is being, suspended or expelled:
 - (1) The pupil's history.
 - (2) whether a progressive discipline approach has been used with the pupil.
 - (3) Whether the activity for which the pupil may be, or is being, suspended or expelled was related to any harassment of the pupil because of his or her race, ethnic origin, religion, disability, gender or sexual orientation, or to any other harassment.
 - (4) How the suspension or expulsion would affect the pupil's ongoing education.
 - (5) The age of the pupil.
 - (6) In the case of a pupil for whom an individual education plan has been developed,
 - i. whether the behaviour was a manifestation of a disability identified in the pupil's individual education plan,
 - ii. whether appropriate individualized accommodation has been provided, and
 - iii. whether the suspension or expulsion is likely to result in an aggravation or worsening of the pupil's behaviour or conduct

The expansion of mitigating circumstances reflects the settlement between the Ministry of Education and the OHRC. In the settlement, the Ministry agreed that the mitigating circumstances as set out in Ontario Regulation 37/01 and Ontario Regulation 106/01 were

broad enough to include many of the above noted circumstances, as well as a few that were not included in Ontario Regulation 427/07. Sections 11 and 11.1 of the settlement read as follows:

s. 11. Pending the Ministry's review of the safe schools provisions of the Education Act, but in any case no longer than 120 days from the signing of these Minutes of Settlement, the Minister of Education will request through the Cabinet's regulation process, amendments to Regulations 37/01 and 106/01, so that:

- i. the following mitigating factors proposed by the OHRC are represented in the regulations:
 - b. whether racial or other harassment was a factor in the student's behaviour;
 - c. whether the principles of progressive discipline have first been attempted;
 - d. the impact of the suspension or expulsion on the student's continued education;
 - e. whether the imposition of suspension (or expulsion) would likely result in an aggravation or worsening of the student's behaviour or conduct;
 - f. the age of the student;
 - g. in the case of a student with a disability, whether the behaviour was a manifestation of the disability and whether appropriate accommodation, based on the principle of individualization, had first been provided; and
 - h. the safety of other students.
- ii. principals and school boards are required to consider the mitigating factors prior to suspending or expelling any student.

s.11.1. The Ministry will issue a Policy/Program Memorandum requiring principals and boards to consider the following prior to suspending or expelling a student with a disability:

- a. not suspending or expelling a student where the student's behaviour was directly caused by a disability;
- b. the provision of alternative education where a student with a disability must be removed from the classroom for health, safety or other reasons;
- c. the return of the student to his/her regular classroom;
- d. consultation with parents around the management of behaviour arising from a disability; and
- e. the application of progressive discipline.

The Panel commends the Ministry of Education for honouring the settlement with the OHRC and amending the *Education Act* and relevant regulations to reflect a commitment to keep students in school and for attempting to address misbehavior through progressive discipline. Progressive discipline was recognized as a positive approach to changing student behaviour by the Safe Schools Action Team in its Report entitled, “Safe Schools Policy and Practice: An Agenda for Action:

Schools should employ early interventions as a way of fostering and supporting appropriate student behaviour. A wide range of established interventions and strategies should be attempted as common practice within the context of a Progressive Discipline continuum. Teachers and administrators should be encouraged to consider all relevant factors when investigating an incident. These might include the age of the student, and/or the student’s family situation, and/or appropriate accommodation(s) for students with special needs as well as circumstances surrounding the incident itself (e.g. whether it is provoked by harassment or bullying). All mitigating factors should be taken into consideration when determining the appropriate disciplinary approach.

School boards need to clearly understand the intent of legislation, policies, and regulations and ensure that they are applied in a consistent and equitable manner. Clearer direction is needed in many areas from the broader concept of Progressive Discipline to the implementation of specific regulations; for example, the proper use of a reduction in length of the instructional program on a school day for students with special needs

The Progressive Discipline continuum is a stepped approach to support a positive change in behaviour. However, it should be noted that if an incident is serious in nature and after full consideration of circumstances affecting a student’s behaviour, it may be felt that a step, such as suspension, which is further along in the Progressive Discipline continuum, may be necessary. Expulsions should be used only as a last resort. It is noted that supports should be also provided to students affected by bullying or acts of violence, and to their families; restorative justice practices, reparations, restitution, and healing circles are possible supports. In order to support and protect students who have been bullied or affected by violence, school boards need to ensure that safe reporting processes and initiatives are in place so that students feel safe from reprisal.¹⁵⁵

The progressive discipline approach is further exemplified by the revisions to the expulsion provisions in the *Education Act*. The new amendments make it far more difficult to expel a student. Pursuant to the new section 311.1, where a student is suspended under the mandatory suspension provisions, the principal must conduct an

¹⁵⁵ Safe Schools Action Team, *Safe Schools Policy and Practice: An Agenda for Action*, at pg. 8

investigation to determine whether or not to recommend to the Board that the pupil be expelled. If a principal decides not to recommend expulsion, the principal must either:

- a) confirm suspension and the duration of the suspension;
- b) confirm the suspension and shorten its duration, even if the suspension has already been served, and amend the record of suspension accordingly; or
- c) withdraw the suspension and expunge the record of the suspension even if the suspension has already been served.

If the principal recommends to the Board that the student be expelled, the Board is required to hold an expulsion hearing. An expulsion can not occur if the Board does not make a decision within 20 days after the pupil was suspended, unless the parties to the expulsion agree on a later deadline. In addition, the new expulsion provisions remove the distinction between limited expulsions and full expulsions. Instead, the Board, upon deciding to expel the student, will decide whether the pupil is to be expelled from his or her school or from all schools in the Board. Pursuant to the new section 311.5, if a Board expels a pupil the Board shall assign a student, in the case of a student expelled from their school only, to another school of the Board, or in a case of pupil expelled from all schools of the Board program, a program for expelled pupils. Appeals from the decision of the Board are made to a Tribunal designated under the regulations.

Under current TDSB policy, in the case of an expulsion from a school the student would become a safe school transfer. Under the current regime, a limited expulsion student would be referred to a SPES program until the end of the limited expulsion. After completing the limited expulsion, the student may be returned to his/her home school or may be transferred to another school. As of February 1, 2008 there will no longer be any limited expulsions. The Panel fears that students who are expelled from their school may be transferred to another school without any form of support or programming prior to being transferred.

Recommendation 86: After February 1, 2008, the TDSB, upon a decision to expel a student, should refer the student to a Support Program for Expelled Students site for a transitional period prior to returning to a non-Support Program for Expelled Students site.

The recent amendments will also reduce the potential misuse of the Denial of Access provisions of the *Education Act*. Section 305(1) of the *Act* still stipulates that a principal may direct a person to leave the school premise; however, Ontario Regulation 474/00 has been amended so as to ensure that a principal can not exclude a pupil enrolled in the school or a pupil attending a program for suspended or expelled students on the premises. In addition, s.4 of the Regulations states that a pupil who was excluded from a school pursuant to the old regulations will be permitted to be on, and remain on school premises in accordance with the regulation after February 1, 2008. The Panel commends the Ministry of Education for amending this provision of the *Education Act* and corresponding regulations. The Panel finds that the Denial of Access provision, when applied to enrolled students, can be abused by principals to remove students without

providing them with any procedural safeguards. This is particularly the case when a principal can, pursuant to section 265(1)(m), exclude a student who is an immediate threat to school safety. Section 265(1)(m) also provides a student with the ability to appeal the exclusion order, thus providing an appropriate safeguard to protect a student's right to an education. Section 265(1)(m) has not been repealed and will remain in effect after February 1, 2008.

Informal Punishment

The Panel has also been advised by a community student advocacy organization that some students have been sent home from Westview without any formal suspension or expulsion. The Panel was advised that the students were not suspended, expelled, subject to a Denial of Access, or subject to a Principal Exclusion. Rather, the student was sent home for a few days. The Panel was further advised that these students were not provided any form of supports or access to A2S schools. The Panel was advised by another community organization that the same type of informal discipline has been used in a handful of cases at C.W. Jefferys (last academic school year). This form of informal discipline does not afford any procedural rights to the student (e.g. appeal rights) and does not address the student's misbehaviour in any method. In addition, this form of informal discipline does not involve notification of a student's parents. The Panel finds that students are being sent home from school without being formally disciplined. This is unacceptable.

Recommendation 87: The TDSB should enact a policy prohibiting principals and teachers from sending children home as a form of punishment.

3.06.08: Detection and Deterrence

The Panel's research has revealed that there are firearms and other weapons, such as knives and tasers, in non-trivial numbers in some TDSB schools, including at the two schools that were the subject of student survey work. At C.W. Jefferys, 11 percent of respondents reported that they had been assaulted with a weapon at school within the previous two years. Twelve percent reported having a gun pointed at them on school property over the past two years. The reports from Westview were even higher where 23 percent of students reported that they know someone who brought a gun to school in the past two years; 5.5 percent had been threatened with a gun at school and 2.8 percent claimed that someone has tried to shoot them at school in the past two years.

The survey results, as well as other academic literature, reflect that gun assault is highly concentrated amongst those who claim gang involvement.¹⁵⁶ According to a 2000 survey in Toronto high schools, four percent of Toronto high school students reported current

¹⁵⁶ P.M. Kingery, M.B. Coggeshall and A.A. Alford (1999), "Weapon carrying by youth: Risk factors and prevention," *Education and Urban Society* v. 31(3) 309.

membership in a “criminal” gang.¹⁵⁷ Such an estimate represents a much lower level of gang involvement amongst students than estimates of current gang activity amongst high school students in the United States. Nonetheless, gang presence in schools contributes to the presence of weapons in schools. Almost seventy percent of “criminal” gang members reported that they had carried a knife or gun with them during the past year, in sharp contrast to eleven percent of “social” gang members and twelve percent of non-gang youth.

Membership in a criminal gang also dramatically increases the risk of victimization. Gang membership puts one at an increased risk of being assaulted with a weapon and, particularly for female members, a higher risk of sexual assault.¹⁵⁸ Thus, the carrying of weapons by gang members may also reflect a desire to protect themselves from violent victimization.

Apart from gang involvement, other factors related to the presence of guns in schools include fear of victimization by other students carrying weapons and the weapon-carrying practices of peers.¹⁵⁹ When some students are known to carry guns, other students may arm themselves as a defensive measure.

Schools are not separate entities from the communities that surround them. No matter how safe students feel within the school itself, fear of violence outside of the school itself can also lead some students to carry weapons. Along these lines, Marilyn Eisenstat, Executive Director at the North York-based youth-serving agency “Promoting Economic Action and Community Health” (“PEACH”), made the following comment to the Panel: “How do we address the needs of a child to be armed on their way to and from school?” Eisenstat’s comment provocatively highlights the fact that unless students feel safe both inside and outside of school, it will be difficult to convince students that they do not need to carry weapons. Administrators at Westview agreed that fear of violence on the way to and from school is a significant reason for the carrying of weapons.

¹⁵⁷ S. Wortley and J. Tanner (2004), “Criminal Organizations or Social Groups? An Exploration of the Myths and Realities of Youth Gangs in Toronto” (unpublished manuscript) “Criminal” gangs were classified as those in which members indicated that they had either sold drugs, stolen property or fought against other gangs as part of their regular gang activities. When the definition was expanded to include “social” gang membership, in which members did not engage in regular criminal activity, the percentage of high school students who were classified as gang members rose to six percent. However, the differences in offending between “social” gang members and non-gang members were rarely statistically significant. Many youth who identify themselves as “gang members” are not overly involved in deviant or criminal activities.

¹⁵⁸ S. Wortley and J. Tanner (2004), “Criminal Organizations or Social Groups? An Exploration of the Myths and Realities of Youth Gangs in Toronto” (unpublished manuscript) “Criminal” gangs were classified as those in which members indicated that they had either sold drugs, stolen property or fought against other gangs as part of their regular gang activities. When the definition was expanded to include “social” gang membership, in which members did not engage in regular criminal activity, the percentage of high school students who were classified as gang members rose to six percent. However, the differences in offending between “social” gang members and non-gang members were rarely statistically significant. Many youth who identify themselves as “gang members” are not overly involved in deviant or criminal activities.

¹⁵⁹ P.M. Kingery, M.B. Coggeshall and A.A. Alford (1999), “Weapon carrying by youth: Risk factors and prevention”, *Education and Urban Society* v. 31(3) 309.

The Panel anticipates that there will be great public concern expressed over the number of weapons in schools, as well as the large number of gun-related incident reports to the Safe Schools Department over the past several years. There will undoubtedly be calls for increased law and order measures, such as metal detectors and security guards, in order to make schools safer. However, the impact of such measures on school cultures should also be considered. As Gallagher and Fusco, faculty with the University of Toronto, wrote in a recent article: “Students and school personnel, too, have a right to be free from harassment, but how we go about making safer and more humane school corridors and classrooms for young people is of equal importance.”¹⁶⁰

Ultimately, it is the Panel’s view that there are no short-term solutions to resolve this problem. Increased violence in schools is ultimately a reflection of the TDSB’s inability to adequately serve and engage our most marginalized youth. As Kurt McIntosh, TDSB Coordinating Principal (Programs), commented to the Panel, “the problem was not created in a day and will not be solved in a day”. The Panel agrees. A preventive package based on principles of equity and designed to ameliorate the conditions that marginalized youth face are the primary imperatives. The benefit of short-term strategies such as detection devices must be balanced against their cost, and, in particular, against the effect that such strategies can have by diverting resources from long-term solutions.

A Model for School Safety Measures: Deter, Detect and Deny

The Panel met with security experts with the Toronto Police Service in order to examine security options and alternatives for improving school safety. Detective Phillip Devine, a detective with the Intelligence Division (Security Operations Section), described an analytic approach to determining the types of security interventions that are appropriate to address threats to safety in schools:

The first question I would have to ask the committee is ... Have you addressed or itemized your functional requirements? ...Because to implement security strategies and just say, “that’s the problem, we’ll stick the solution onto it,” it may actually impede and enhance the problem of their normal use of the space. So you don’t want to look at strategies that are over the top because they’re going to impede your functional requirements of the space and the staff, i.e., normal use.

...My next question: What is the level of threat? And quite specifically and clearly you’ve identified through the student surveys that there are weapons in the school. So we’re not talking about explosions, we’re not talking about terrorist threats, we’re not talking about strategies that would encourage astronomical costs and round table discussions with various stakeholders. It is very specific; it is very manageable. And you want then to focus your discussion on addressing that issue and any other that seems to be a vulnerability, a risk, or a threat. Basically the security the three “d’s” are to deter, detect and deny.

¹⁶⁰ K. Gallagher and C. Fusco (2006), “I.D.ology and the technologies of public (school) space: an ethnographic inquiry into the neo-liberal tactics of social (re)production,” *Ethnography and Education* V.1(3) 301 at 313.

“Deterrence” includes policies and practices that support the “legitimate use of space” such as cameras and signs. “Detection” refers to methods for detecting threats to safety and includes devices such as metal detectors and search policies. “Deny” refers to methods for controlling access such as lockdown policies and locked doors. In addition to considering appropriate deterrence, detection and denial strategies, schools must also have policies for responding when threats, such as firearms, have been identified.

The functional requirements of public schools are significant. Students must be able to move with some degree of freedom both, into and out of the school at different times of the day. School should be welcoming, safe havens that facilitate a sense of community and promote learning. Security strategies that undermine these fundamental requirements may well come at too great a cost. On the other hand, the loss of life that could have been prevented is the greatest possible costs. Decisions of this magnitude should be assessed in partnership with students, staff and parents.

Metal Detectors

Metal detectors have a common sense appeal, in the sense that they have the capacity to detect metal weapons and prevent their entry into schools. They could also deter students from bringing weapons to school.

There is very little Canadian experience with the use of metal detectors in schools. In order to fully understand this issue, the Panel conducted a literature review of the experience of metal detectors in the United States, where some jurisdictions such as New York City, Chicago and Boston have a significant history with the devices in schools.¹⁶¹

The research, mainly from the U.S., on the effectiveness of metal detectors in schools has been inconclusive, in part, due to a lack of rigorous research methodologies.¹⁶² Research that supports strategies such as metal detectors tends to be drawn from case studies which makes it difficult to generalize beyond the individually studied school. Most of the studies that identify positive outcomes with metal detectors were also co-related with other steps being taken in the school, making it difficult to attribute change to the metal detectors alone.

In one study of such devices in 15 U.S. states, less than half of the School Safety Administrators felt that metal detectors had been effective in minimizing violent crime.¹⁶³ Another study found that attempts to protect students using tactics such as metal detectors

¹⁶¹ Boston Public Schools (September 1, 2007), “Superintendent’s Circular, School Year 2007-2008, Metal Detectors”; Chicago Public Schools (February 27, 2002), “Procedures for Search, Seizure, and the Use of Metal Detectors at School Facilities”; K. Gallagher, *The Threatre of Urban: Youth and Schooling in Dangerous Times* (Toronto: University of Toronto Press, 2007).

The Panel has reviewed policies relating to metal detectors in Boston Public Schools and Chicago Public Schools. In Boston, administrators have the option to utilize “metal detection devices”. Any such policy must be developed in consultation with the School Site Council. The decision to use metal detection devices should be based on incidents of weapons in the school or one serious incident.

In Chicago, school officials are authorized to conduct metal-detector screenings of students. Most of the high schools and several other schools in the Chicago Public School system are equipped with walk-through metal detectors, and several more schools have hand-held “wand” metal detectors, either in addition to or in lieu of walk-through units. Portable walk-through units are available on request. The Chicago policy provides for random screenings, “as needed” screenings and daily screenings. Daily screenings require the majority approval of the Local School Council.

¹⁶² L. O’Neil and J.M McGloin (2007), “Considering the efficacy of situational crime prevention in schools,” *Journal of Criminal Justice* v. 35 at 511.

¹⁶³ C.A. Garcia (2003), “School Safety Technology in America: Current Use and Perceived Effectiveness,” *Criminal Justice Policy Review* Vol. 14(1), p.p. 30-54.

and security guards were consistently unsuccessful at influencing the risk of victimization.¹⁶⁴

Metal detectors clearly cannot completely eradicate weapons in schools. They are not foolproof and, given the multiple entrances and windows to TDSB schools, someone who was determined to bring a weapon into the school could easily find a way to do so. School doors, while locked from the outside to prevent persons from entering without going through a metal detector, must be capable of being opened from the inside for fire safety reasons. Students, once in the school, can easily open other doors to allow their peers to enter the school without encountering metal detectors.

Beyond questions about the effectiveness of metal detectors, there are some serious drawbacks to the use of metal detectors. First and foremost, metal detectors are expensive. The Toronto Police Service provided the Panel with some estimates on the cost of equipment associated with metal detection. Hand-held wands cost approximately \$120 per unit. Walk-through metal detectors cost \$22,500 per unit. An X-ray machine costs approximately \$145,000. Security guards must be hired to operate the device, and there are issues concerning exposure to radiation and workplace safety associated with such a unit. Investing in metal detectors and scanners for all TDSB schools is clearly beyond the current resource base. Implementing the detectors in only select schools carries with it the problem of the stigmatization of students and neighbourhood, and concerns about equity.

Metal detectors also represent a costly output for a resource that will not do anything to address other school safety concerns that have been highlighted in the report, including sexual assaults, sexual harassment and other non-weapon related offences. Furthermore, given the enormous financial commitment required to install metal detectors, it is difficult to imagine that they could be employed as a short-term solution. Once installed, it would be very difficult to take them out.

Most significantly, metal detectors raise considerable practical difficulties and can interfere with the normal functioning of a school building. Dr. Kathleen Gallagher, faculty at the Ontario Institute for Studies in Education, described her observations of a scanning system at a New York City School in 2002, which included x-rays, metal wand, a metal detector, an identity swipe card and a private security desk. Students had to begin to arrive by 7 a.m., as it took an hour and a half to process all 3,000 students through the system. There were safety concerns that arose due to the bottleneck of students lined up outside of the school. Once inside the school, the students were forced to wait in the auditorium, what Gallagher described as a “holding pen”, until classes were to begin, in order to prevent large numbers of students wandering through the halls.

Police officers who advised the Panel on security measures stated that there is simply no way to move people quickly through metal detectors and scanning devices. Even with fewer students and a less elaborate process, it takes a considerable length of time for

¹⁶⁴ C.J. Schreck, J.M. Miller and C.L. Gibson (2003), “Trouble in the School Yard: A study of the risk factors of victimization at school,” *Crime and Delinquency* Vol 49(3), p.p. 460-484.

students to make their way through the metal detectors, causing problems both, outside with the line up of students and then, inside with students who have arrived early, so that they can get through the metal detectors on time. Moving over a thousand students in and out of a school building several times a day would be a logistical nightmare and would most certainly cause some students to be late for class.

The race and gender dimensions of metal detector processes should also be considered. In a study of an urban school in New York, McCormack found that participants felt that security guards "...can get closer than they can ever get in a normal way..." and that young women often build up a "shield" to protect themselves from these routine procedures. Young women regularly experience sexism and racism during these kinds of security activities that both criminalize and sexualize.¹⁶⁵

One of the Panel's greatest concerns is that investing in scanning devices such as metal detectors takes resources away from other medium to long-term program initiatives designed to improve school safety and school discipline. This report has highlighted the important inter-relationships between equity and safety. A recognition that poverty, racism, sexism and marginalization are major contributing factors to school safety concerns suggests that long-term measures aimed at equitable reform are necessary. These measures cannot occur if resources are diverted to short-term, expensive and inefficient security devices.

We need to maintain order and safety without being excessively intrusive. If security measures become so intrusive that the schools cannot operate, they have limited value. The Panel has determined that this is the case with metal detectors.

Searches

A rejection of metal detectors is not to say that nothing should be done to detect firearms or deter their presence in schools. Firearms pose a significant safety threat in Toronto school, and, as such, schools have an obligation to protect students. A Pollyanna vision of "Toronto the Good" is not helpful. Toronto is a large urban centre and experiences many of the safety concerns that are endemic to such centres. Given the alarming numbers of firearms that are in our schools, the Panel believes that it is essential that schools take steps to monitor and search those areas in the school where firearms could be secreted, such as lockers.

There are legal limitations on the extent to which teachers and administrators can search students and their belongings. However, both the law and TDSB policy permit Principals or their designates to conduct a search where there are reasonable grounds to believe that a student or visitor is in possession of an object or substance that is prohibited by school policies or regulations.¹⁶⁶ Thus, when school officials become aware of credible information that there are firearms or other weapons in the school, they have the power to

¹⁶⁵ J. McCormack (2003), "Drag Me to the Asylum: Disguising and Asserting Identities in an Urban School," *Urban Review* 35(2) 111 at 117.

¹⁶⁶ TDSB, "PR.524 SCH: Search and Seizure" (February 29, 2000).

search for such items and seize them if they are found. Students should be made aware that for the purposes of the seizure of contraband, they, as well as their lockers, can be searched by school administrators without warrant, at any time.¹⁶⁷

The TDSB has had occasion to turn to the Toronto Police Service's canine unit for assistance in detecting firearms in areas such as lockers, when schools have received credible information that there is a firearm on the premises.¹⁶⁸ The Toronto Police Service uses small dogs, such as spaniels, that are trained to identify gun powder and gun oil. Two to three dogs with their handlers can conduct a search of a typical school in approximately two or three hours.

The security experts from the Toronto Police Service with whom the Panel consulted suggested that random canine sweeps could well be a useful way to detect firearms in spaces such as lockers and could also deter students from keeping firearms in those spaces. However, anytime random searches are contemplated, there must be a consideration of whether or not the search is in compliance with section 8 of the *Charter of Rights and Freedoms* which protects individuals from an unreasonable search and seizure. The jurisprudence is fairly clear that police do not have the power to use canines to randomly sweep schools for weapons or other contraband¹⁶⁹, nor would it be feasible for the Toronto Police Service to do so.

School officials have a broader power to search students and school property than police officers because of their responsibility and authority to maintain order, discipline and safety within the school.¹⁷⁰ However, it is unclear whether that broader power extends to random searches, including those conducted by dogs.

A 2006 Ontario Court of Appeal case, *R. v. A.M.*, suggests that school officials may not have such a power. The fact situation in that case is not entirely on point, in that it involved a search by police officers. A school principal had issued a standing invitation to police officers to bring drug-sniffing dogs into the school. During a random canine sweep, the dogs signalled that there was contraband in a student's backpack which was then searched by a police officer. Thus, the search involved a police search of an individual's personal belongings. Nonetheless, the Court of Appeal did question whether school officials would have had the power themselves to bring in dogs for random searches:

Even if this was a search by school authorities through the agency of the police, there is nothing in the *Education Act* and the subsidiary policies articulated in the other documents that gives the required authority to conduct such a search.

¹⁶⁷ *R. v. G.(J.M.)* (1986), 29 C.C.C. (3d) 455 (Ont. C.A.).

¹⁶⁸ The members of the canine unit consulted emphasized that their team is primarily involved in searching property, not persons or personal belongings.

¹⁶⁹ *R. v. A.M.* (2006), 79 O.R. (3d) 481 (Ont. C.A.).

¹⁷⁰ *R. v. M.(M.R.)*, [1998] 3 S.C.R. 393.

Neither the *Education Act* nor the subsidiary policies provide for warrantless, random searches. Mr. Bristo, the principal, testified that the school authorities could not have legally conducted the search that was carried out by the police in this case.¹⁷¹

Thus, the courts have expressed reservations about random searches by school officials for the purposes of detecting narcotics, particularly without specific legislative authority. On the other hand, the Court of Appeal has expressed grave concern over firearms in schools and expressed a willingness to recognize more intrusive powers in order to address this threat. Though random canine sweeps for the sole purpose of detecting firearms would be on the frontier of what is permitted by the *Charter*, such a step would be entirely in keeping with the obligation on school authorities to protect students. Legislative change to the *Education Act* could assist to clarify the issue.

Given the seriousness of the threat that firearms pose and the evidence that they are in some TDSB schools in non-trivial numbers, the TDSB must take due diligence measures to minimize the places in which firearms can be hidden in schools. Random searches, possibly with the use of canines, are a simple and relatively unobtrusive manner in which to carry out that obligation. If random searches are to be employed, steps must be taken to ensure that they are conducted in a fair and equitable manner, that they are not based on discriminatory racial profiling and that they are as non-intrusive as possible.

Recommendation 88: The Toronto District School Board should take immediate steps to ensure that adequate security measures are employed to ensure all potential storage areas for weapons (including lockers) are the subject of regular non-intrusive searches, including consideration being given to the random usage of TDSB-owned canine units that specialize in firearms detection. The manner of selection of schools must be random and must be based on express policy input from the equity experts from the TDSB.

Controlling Access Doors

During the course of its consultations, Panel members had the opportunity to visit a number of TDSB schools. The Panel discovered that it is quite easy simply to walk into a TDSB school without any school authority questioning the presence of an unknown adult in the school. In many schools, the main office is not located within viewing distance of front doors. In an urban school environment, it is difficult to understand how schools can continue to operate on the premise that doors will be kept unlocked, unmonitored and accessible to anyone. Unlocked access doors are not uniform policy across the TDSB but it appears at present, that there is no clear policy directing school administrators one way or the other.

During a consultation with the Toronto School Administrators' Association (TSAA), concerns were expressed about the impact of locking doors:

¹⁷¹ *R. v. A.M.* (2006), 79 O.R. (3d) 481 (Ont. C.A.) at paras. 53-54.

Many schools have adopted the practice of locking access doors to the school building except for the main entrance, once the school day begins. In many elementary schools, it is the practice to lock even the main entry door and to have a bell or a camera monitoring the entrance. When someone has to enter the building they must ring the bell and someone then opens the door. This is an effective way to prevent intruders from entering the building but it also has its drawbacks. It is certainly not a very welcoming system for parents who wish to enter the school. Students who are late for school may have a problem getting in and that may create an unsafe situation for elementary age students. Access problems are created when teachers take their class outside for other activities. These are reasonable solutions to securing a school building but certainly do not create a sense that the school has a positive and welcoming environment. TSAA¹⁷².

There are some potential drawbacks to locked doors. However, overall, the Panel is of the view that the balance weighs strongly in favour of, at minimum, controlling access to the school by ensuring all doors, apart from the front entry door, are locked from the outside. All students would be expected to enter and leave through one door that can be monitored by school personnel to ensure that only students of that school are admitted to school property.

Recommendation 89: All Toronto District School Board school doors, apart from the front door, should be locked from the outside. Entry and exit from the school doors should be monitored by an adult, at all times, that the school is in use.

Identification and School Uniforms

One clear and certain method of controlling the flow of contraband into schools is to ensure that only students of a particular school are allowed on the premises. The use of visible school identification (“lanyards”) and school uniforms are both effective methods by which school personnel can quickly identify intruders.

There is very little methodologically sound research about the effect of school uniforms on student discipline, school climate or perceptions of safety. Some studies find that school uniforms had a positive impact on school safety¹⁷³ while others found school uniforms to have either no effect or a detrimental effect on school safety.¹⁷⁴ The Panel’s

¹⁷² Toronto School Administrators’ Association (August 2, 2007), “Submission to School Safety Panel” at p. 1.

¹⁷³ For example, see A. Bodine (2003), “School uniforms, academic achievement and uses of research” *Journal of Educational Research* 93(2) 67;

¹⁷⁴ For example, see D.L. Brunsma and K.A. Rockquomore (1998), “Statistics, sound bites, and school uniforms: A reply to Bodine,” *Journal of Educational Research* V. 93(2) 72.

literature review found that what research exists is often anecdotal, not peer-reviewed or contradicts the findings of previous research. One recurring difficulty is the inability to isolate completely school uniform policies, as the main cause of any positive or negative differences in school safety.¹⁷⁵

Nevertheless, regardless of whether uniforms are of assistance in student discipline, they are undoubtedly of assistance in identifying outsiders in the school. While outsiders could certainly either borrow a uniform or wear clothing sufficiently similar to permit their entry into the school, the uniform requirement would present a barrier to accessing the school and would deter outsiders from entering.

At present, each TDSB school must have an appropriate dress code that has been developed in consultation with the School Council.¹⁷⁶ The dress codes may include a uniform, but must comply with the *Ontario Human Rights Code*. The Board defines “inappropriate dress” as:

Inappropriate dress: does not meet the school community standards of decency and includes language and/or representations on attire that indicates gang affiliation, that depicts violence, profanity, racial or gender discrimination or discrimination of any kind whatsoever, or that otherwise demeans an identifiable individual or group.¹⁷⁷

The policy presumes that there will be no uniforms unless the School Council has approved their use in the school. The TDSB is alive to the concern that school uniforms could be prohibitively expensive. Its dress code specifically provides that “No school shall introduce a school uniform that creates a financial hardship for any parents. There must be a process to address issues of affordability.”¹⁷⁸

In order to encourage schools to adopt uniforms but to also include parents in the decision, the Panel recommends that the presumption shift to one in which there are uniforms unless School Councils vote otherwise. There are sufficient benefits associated with uniforms to justify such a policy shift and there is no evidence that they are harmful or will interfere with the functionality of the school.

Recommendation 90: The Toronto District School Board should amend “Policy P.042 SCH: Appropriate Dress” such that school uniforms are presumed unless School Councils opt out. School uniforms should comply with the Ontario Human Rights Code and should be affordable. The Toronto District School Board should have an easily accessible program for subsidizing the cost of school uniforms, where necessary.

¹⁷⁵ See L.S. Bollinger (2002), “The effects of a mandatory school uniform policy on school climate and student discipline in an urban middle school,” (Doctoral Dissertation, University of Houston) *Dissertation Abstracts International* 63(6), p. 2052.

¹⁷⁶ *Education Act*, R.S.O. 1990, c. E.2. s. 302(8); Toronto District School Board, “Policy P.042 SCH: Appropriate Dress.”

¹⁷⁷ Toronto District School Board, “Policy P.042 SCH: Appropriate Dress.”

¹⁷⁸ Toronto District School Board, “Policy P.042 SCH: Appropriate Dress.”

Lanyards can be created at the beginning of each year and would include a student's photo to assist in identification. Lanyards are simple and cost-effective. While outsiders could certainly use another student's lanyard to gain access to a school, school authorities would be able to check their identity against the photo. As a result, lanyards have the potential to be even more effective than uniforms.

Recommendation 91: All Toronto District School Board secondary schools should implement a student identification card ("lanyards") system. Students should be required to wear identification cards around their necks for the purposes of quickly identifying students and intruders.

Cameras

Cameras offer another, fairly unobtrusive method by which to detect and deter unsafe situations in schools. Many TDSB schools already have this technology and TDSB policy permits video surveillance to be used to provide general surveillance without limiting general public activities. The goal of video surveillance is to reduce criminal and other illegal activities and to act as a deterrent to such activities.¹⁷⁹

Prior to the installation of the system, students, School Councils, parents and the broader school community are to be consulted. Cameras are to be installed in public areas only, though they may be installed in classrooms with large inventories of equipment, as well as labs, shops, offices, receiving and reception areas. Signs are to be posted in visible locations to notify the public of the presence of the cameras.¹⁸⁰

The usefulness of video surveillance should not be overstated. TDSB schools do not have the capacity to assign personnel to monitor camera images at all times. The TSAA has noted that the greatest use to which video surveillance in schools can be put, is in detecting offenders when offences are captured on video:

*By viewing an incident that has occurred, it is sometimes possible to identify those involved and then a resolution can be implemented and future problems averted. Sometimes an opportune monitoring system can reveal a problem that is starting and again intervention can take place before the problem escalates. A camera system can also be useful in identifying intruders.*¹⁸¹

Cameras are very useful in the aftermath of an incident but they should not create a false sense of security. Other methods will be necessary in order to detect and prevent incidents from occurring.

¹⁷⁹ Toronto District School Board, "PR.694 SCH, Video Surveillance" (November 5, 2005).

¹⁸⁰ Toronto District School Board, "PR.694 SCH, Video Surveillance" (November 5, 2005).

¹⁸¹ Toronto School Administrators' Association (August 2, 2007), "Submission to School Safety Panel" at p. 4.

Conclusion

Schools have an obligation to exercise due diligence to prevent weapons from being brought into the school. Detection and deterrence strategies should only be implemented if they do not have an adverse impact on the use and enjoyment of the school. While some measures, such as metal detectors, have an appeal, they do not meet this test. Nonetheless, there are immediate steps that schools can take to detect and deter unsafe activities which will not have unduly impact on the schools. Cameras, visible student identification, uniforms, controlled access and random canine detection strategies, when coupled with other long-term measures, can assist to decrease the number of weapons in schools. In the end, a multi-faceted approach to building security must be employed which includes an understanding of the necessity for adults to reclaim ownership of schools and all of the long-term and equity strategies detailed elsewhere in this report.

The TDSB should not take a “one-size fits all” approach to building security. TDSB schools come in variety of building designs, student populations, locations and cultures. What works in one school may be unnecessary or even ineffective in another.

In order to make informed judgments about the kinds of security interventions that are needed at particular schools, the TDSB must have the ability to monitor changing patterns and trends. The Toronto Police Service can be an invaluable partner in this process. The Toronto Police Service currently stores data on police involvement at schools. Although information from a particular school can be extracted from the police database, it would be easier to track trends if police data were stored by school name. During a consultation with the Toronto Police Service, Staff Sergeant Federico agreed that this was something that could be done. This type of individualized information, when considered along with the information the TDSB already collects, is necessary in order to ensure that interventions to detect, deter and deny are directed where they are needed.

Recommendation 92: The Toronto Police Service should ensure that its data recording system can categorize incidents by school name to allow for ease of extraction and analysis of trends at individual schools.

Schools did not create the poverty, racism and the marginalization or violence, which are so prevalent in our society. Schools do have an opportunity to shelter the youth, ameliorate the effects of poverty and soften the impacts of racism. Resources must be aimed in a coordinated way to detect, deter and deny the entry of unsafe weapons and intruders into the school environment. Such initiatives must be part of a larger strategy for creating safe spaces and neighbourhoods for youth that will result in their choosing not to carry weapons.

3.06.09: Support Services for Student Success

After the release of the Provincial Supervisor's budget in 2002, many of the support staff necessary to address the needs of marginalized students were either substantially reduced or entirely removed. Ken Jeffers, President of the Professional Student Services Personnel (District 12), described the cuts that occurred as a result of the Provincial Supervisor's budget as follows:

In 2002-2003, we were under Provincial Supervision and everything that wasn't being absolutely necessary or important was being turfed out the door. So within my unit we lost valuable members almost 30 attendance counsellors, our street workers, our youth counsellors...all of the student equity program advisors were also up on slate to be cut but the Supervisor as moved out of the Board just prior to officially going to the Board with the student equity cuts.

As detailed in chapter 2 of the Final Report, the following support staff positions were lost as a result of the 2002 budget:

1. The TDSB eliminated 13 CYCs;
2. Attendance counsellors were reduced from 32 to 8;
3. Multilingual team leaders were reduced from 9 to 4;
4. All school community advisors were eliminated.

The support staff cuts detailed above had a significantly negative impact on marginalized students who were in need of the services of social workers, child and youth counsellors, and attendance counsellors. Despite the increase in funding that had occurred subsequent to the Supervisor's cuts, the TDSB has not completely restored the support staff lost in 2002.

The 2002-2003 school year was particularly difficult on marginalized students. Not only was there an elimination of valuable support staff, but it was also the first year in which the SSA amendments applied to schools across Ontario. Students who clearly had behavioural problems, that prior to the 2002-2003 school year, may have been addressed by a CYC or attendance counsellor were now left without supports. Instead of support, these students were met with mandatory suspensions. The tools required to address the needs of students were eliminated and replaced by a blunt object aimed solely at punishment and deterrence. As Mr. Jeffers explained to the panel, the 2002-2003 school year will be remembered as the year where the culture at the Board shifted away from a preventative safe schools model to a reactionary safe schools model focused on crime and punishment.

As a result of the drastic cuts to support staff, many of the remaining support staff were often asked to fill in the gap left by the eliminated positions. For example, in the fall of 2006, a grievance was launched by CYWs claiming that they were being asked to

perform the duties of CYCs¹⁸². As a result of the grievance, the TDSB agreed to restructure the CYW positions to become CYC positions. This, however, is not a recovery of the lost positions.

The gap caused by the elimination of 24 attendance counsellor positions had the effect of burdening social workers with the responsibilities of the eliminated attendance counsellor positions. With the increase in responsibilities, social workers were unable to fulfil adequately their traditional preventative functions. This additional responsibility was not offset by a corresponding increase in staff hired:

Since 2002, Social Workers have been overseeing an attendance function for all elementary and middle school students in the TDSB (those under the age of 14). This is a job which was previously managed by a team of 32 attendance counsellors dedicated to the attendance function exclusively. This additional responsibility was downloaded to Social Work staff with no additional workers hired to offset the workload. This has resulted in a significant decrease in the amount of time available for individual/group and family counselling, with the number of schools to be serviced, including the attendance function, steadily increasing and the areas of distance between schools becoming larger.

The impact of this additional attendance function on Social Workers resulted in the preventative function of SW services being seriously curtailed and compromised. This has resulted in a greater reliance of external agency programs to enhance the changing roles of Social Workers. However, the skills and expertise to provide services targeted specifically to the TDSB population and within the context and knowledge of TDSB operational procedures, is best delivered via the Social Work staff. Now because of the way in which the current workload is distributed there is much less time to focus on preventative interventions and often the demand to provide immediate crisis and intervention services is spread too thinly over too many schools.¹⁸³

The importance of these extra support staff cannot be undervalued. In a recent survey of staff at the TDSB, many placed a high value on the services provided by support staff (e.g. child and youth workers, social workers and attendance counsellors).

Overwhelmingly, the TDSB staff who were polled indicated that they place high or very high value on the services provided (91.8% endorsed, across services). They also reported that they find the strategies and recommendations from the professionals of Support Services to be highly or very highly useful (93.2% endorsed, across services). Professional

¹⁸² CWCs and CYWs receive different training and require different post secondary certificates.

¹⁸³ PSSP Submission "Implementing Support Services for Learning to 18 at the TDSB", June 20, 2007 at pg. 3

reports were also well rated, with 93.2% of respondents indicating that they highly or very highly valued them.¹⁸⁴

The same survey detailed the function of social workers and attendance counsellors that were most valued by TDSB staff:

The Social Work & Attendance services most valued and ranked high or very high (by 70% or more respondents) are:

1. Service
2. Counselling Individual/Family
3. Crisis Response
4. Consultation with School Staff
5. School Support Team Participation
6. Liaison/Referral to Community Resources
7. Communication/Mediation (with parents, staff, admin)
8. Information Provision (e.g., re Mental Health)
9. Risk Assessment and Management Reviews
10. Advising re Abuse Policy/Procedures
11. Counselling – Group¹⁸⁵

The Community Health System Resource Group and the Hospital for Sick Children, in the “Early School Leavers” report, noted that a constant theme amongst educators was the need to hire more teachers, counselling staff, drug counsellors, social workers and special education individuals to re-engage students “at risk” of leaving school:

Staff is required so that schools can help high risk kids re-engage whether immediately or in the future. For example, five attendance counsellors in one community for 116 schools is insufficient and ineffective, when one-on-one, personalized service is needed. The system requires a dedicated person in each school to deal strictly with high risk students. This person would identify kids, intervene, and act as mentors and advocates. In a school with 1300 students, a specialized staff person would have a case load of 130 students.¹⁸⁶

Recognizing the benefit of support services for students, the Ministry of Education provided extra funding to school boards for safe school initiatives. Boards were allocated \$33.5 million that were divided into two main initiatives: (1) \$10.5 million annually to fund 170 psychologists, social workers, child and youth workers, and attendance counsellors; and (2) \$23 million annually for programs and supports to address inappropriate behaviour and programs for all expelled students and students serving long-

¹⁸⁴ Support Services’ Service Evaluation Results Executive Summary May 2007 at pg. 2

¹⁸⁵ Support Services’ Service Evaluation Results Executive Summary May 2007 at pg. 5

¹⁸⁶ Community Health Systems Resource Group and The Hospital for Sick Children, “Early School Leavers: Understanding the Lived Reality of Student Disengagement from Secondary School”, May 30, 2005 at pg. 49

term suspensions. The Panel is of the view that this additional funding should be allocated to employ additional support staff as directed in the Panel's recommendations below.

There can be little doubt that support services are essential for all students and in particular, for marginalized students. One teacher at Westview described the need for these support services as follows:

We need a full-time psychologist here, we need full-time social workers here again, blatant reality, its obvious to me, and nothing happens.

Schools with a significant population of marginalized students or students "at risk" of leaving school need full-time dedicated support staff.

The Panel was advised that, prior to the current academic school year, C.W. Jefferys had two part-time social workers, both of whom were responsible for anywhere from 5-7 schools (approximately 3,500 students). Lori Hoffman, a social worker at C.W. Jefferys advised the Panel that given her current work load she was only able to dedicate one full day to C.W. Jefferys. Eggerton Blackwood, also a social worker at the TDSB, was only able to attend C.W. Jefferys once a week for half a day. This level of support for a school that has a significant population of marginalized students and students "at risk" of leaving school is insufficient. Both acknowledged to the Panel that spending more time at the school would be beneficial:

If you're saying do I think that we should have less schools – we need to spend more time our schools. Obviously, I think that would obviously be a better thing because we need to have as much services, you know, bodies available. We would be obviously be able to handle 3 – 4 schools. Lets say if I have 3-4 schools - my schools would get a million times more service from me. Obviously. You have 7 schools - work 5 days in a week right? You do the math - that's hard. We also have limited resources like social workers, we don't have counsellors, we definitely need to have more of them. Unfortunately with all the cuts that are given and the schools that are removed and closures - its problematic.

The PSSP also recognized the impact of too few social workers responsible for too many schools:

Full-time Social Workers in the TDSB have a minimum assignment of six schools—many carry several additional schools. Caseloads vary on average from 40 to 60 students/families, many have considerably more. Social Workers run groups, do individual and family counselling, provide community referrals, liaison and advocacy. They spend considerable hours in consultation with teachers, parents, administration, and special education personnel. Abuse allegations and investigations are overseen by Social work staff. For any school based crisis Social Workers are expected

to provide guidance and crisis counselling and follow up to staff, community and students/parents. Frequently the nature of a crisis requires a team of 4-7 social workers to be on site for several days to provide enough support for the school and community. (For example 4 SW attending a crisis for 4 days means at least 23 schools will not receive an onsite visit that week, however the SW will still be following up and managing on-going case priorities while attending the crisis call).

As a result of the above, the Panel finds that schools with a significant population of marginalized students or students “at risk” of leaving school require additional supports. Schools that require the extra support should receive dedicated support services.

Recommendation 93: Schools with high suspension/expulsion rates, high drop-out rates, high absenteeism rates and a high number of grade nine students who have achieved less than 7 credits, should be staffed with a full time social worker, a full time child and youth worker (“CYW”) and a full time child and youth counsellor (“CYC”).

Recommendation 94: The TDSB should hire 20 new full-time social workers.

Recommendation 95: 20 new full-time social workers be dedicated to high priority schools determined by the Board based on criteria that include high drop-out rates, high absenteeism, suspension/expulsion data, LOI ranking and number of Safety Incident Reports.

Recommendation 96: 20 new full-time social workers dedicated to high priority schools should not be assigned to more than 2 schools each.

Recommendation 97: The TDSB should hire 20 additional child and youth counsellors.

Recommendation 98: The 20 youth counsellors be dedicated to high priority schools determined by the Board based on criteria that include high drop-out rates, high absenteeism, suspension/expulsion data, LOI ranking, and number of Safety Incident Reports.

Recommendation 99: The 20 additional youth counsellors dedicated to high priority schools should not be assigned to more than 2 schools each.

As detailed earlier in this chapter, attendance counsellors are vital for recognizing “complex needs” students and attempting to address the needs of these students before they are lost. The loss of 24 attendance counsellors also had a profound effect on social workers. As a result of Bill 52’s new mandatory learning to 18 requirements, the demand for attendance counsellors will increase significantly. The current staffing of the position

will not be sufficient to meet the increased demands caused by Bill 52. Currently, attendance counsellors average from 90 to 150 student referrals annually. A great deal of the referrals are the most high risk and needy students in the system¹⁸⁷. The PSSP has estimated the number of referrals could double as a result of the Bill 52. The Board has directed that students age 16 to 18 be referred to attendance counsellors and social workers:

In December 2006, Bill 52, an amendment to the *Education Act* raising the ceiling of compulsory school age from 16 to 18 years, was proclaimed. The intent of this amendment the government contends, is to address the high student drop-out rate. This is expected to have a significant impact on systems accountability for this age group. In response to this amendment, the Board has directed that these students be referred to Attendance Counsellors and Social Workers. At the present time there is neither government policy to guide an intervention strategy for these students nor any clarity on how the unique needs of this student group are going to be resourced from the perspective of school services.

Attendance caseloads cannot be effectively managed with current staffing levels – as it creates unrealistic expectations from the schools and most importantly parents and students that cannot be delivered. Yet the Ministry persists in stipulating that students must be given every opportunity and intervention needed to stay in school until age 18. In fact several unproclaimed areas of the Bill lay out detailed punitive measures that a Board may take against the student or Parents of a student for truancy. However, very little in the way of support has been offered on the proactive and preventative side of the equation other than external and dual credit options – seemingly leaving the solutions for social, emotional support up to individual Boards.¹⁸⁸

Without an increase in attendance counsellors, the social workers will bear the brunt of the increased referrals thereby further diminishing their availability to effectively perform their traditional functions.

The role of an attendance counsellors and social workers in preventing marginalized students from leaving school is of vital importance. To that end, the Panel is of the view that both positions must be adequately staffed.

As detailed above, the Panel has recommended that the TDSB hire 20 additional social workers. This was not recommended in a hope that the additional social workers would address the increase in student referrals caused by Bill 52. Social workers should not be used as a substitute for attendance counsellors. To do so would hamper the ability of social workers to engage properly in their preventative function. As such, the TDSB must hire additional attendance counsellors too.

¹⁸⁷ *Ibid.*, at pg. 4

¹⁸⁸ *Ibid.*, at pg. 4

Recommendation 100: The TDSB hire 24 additional attendance counsellors to meet the needs created by the mandatory learning to 18 provisions of Bill 52.

3.07 Aboriginal Education in the Toronto District School Board

The Panel has taken a holistic approach to issues of school safety and takes the view that a healthy school is a safe school. There are a number of red flags that can indicate when a school is in poor health. Among them are high suspension numbers and poor academic performance. It was with this approach in mind, that the Panel noted two disturbing realities at the First Nations School of Toronto. First, that the school occupies the lowest rung in academic standing amongst the 451 elementary schools in the TDSB. Second, that over the last three years, the First Nations School of Toronto has suspended an average of 33.44 percent of its students.

In view of these two realities, it became important from the Panel's perspective to examine how the Toronto District School Board is responding to the needs of Aboriginal students.¹⁸⁹ The Panel conducted consultations with teachers, parents, administrative staff and the Principal of the First Nations School of Toronto, as well as the TDSB Equity Team and external Aboriginal service providers. Part of the Panel's mandate has included an examination of the efficacy of TDSB equity policies. The realities at the First Nations School of Toronto send a strong signal that the current TDSB policies are failing Aboriginal students.

3.07.01: The "Achievement" Gap

Ontario's Aboriginal population is the largest and most diverse in Canada, with distinct needs and rights. Centuries of dispossession of lands, broken treaty promises, racism and assimilationist policies have resulted in understandable distrust of the Crown by Aboriginal peoples. In the realm of education, Aboriginal peoples were, until the very recent past, forced into residential schools that sought to erase their identities, their culture and their very existence. The impact of the residential schools has been felt by subsequent generations and whole communities continue to experience that legacy. This deplorable history is the backdrop against which Aboriginal students interact with the education system in Ontario.

According to conventional educational indicators, Aboriginal students experience profound disadvantages relative to the general population. It is widely acknowledged that many Aboriginal students are achieving at a much lower rate than other students in the

¹⁸⁹ Perhaps the most obvious connection to safety issues is to be found in the comment by the Principal of the First Nations School of Toronto, Wayne Kodje, that the vast majority of suspensions related to violent incidents.

province. In fact, this is a nation-wide problem.¹⁹⁰ According to a 2001 census, 48 percent of the Aboriginal population aged 15 years and older in Canada had not completed high school, compared with 31 percent of the non-Aboriginal population.¹⁹¹ In the TDSB, according to pre-amalgamation statistics, Aboriginal students were the highest risk group to drop out of school.¹⁹² Although the TDSB has not kept “race-based” statistics with respect to suspensions and expulsions, there is a widespread perception by Aboriginal students, parents and legal workers that Aboriginal students are suspended and expelled at proportionally higher rates.¹⁹³ It is clear that there is an urgent need to address educational outcomes amongst Aboriginal students.

There are many recognized barriers to Aboriginal student success in Ontario. Aboriginal communities in Ontario are amongst the most marginalized communities, with high rates of poverty and a significant over-representation in the criminal justice system. As discussed elsewhere in this report, these forms of marginalization can seriously impact on educational performance. In order to succeed, students must be ready to learn, in the sense that their physical, emotional and spiritual needs have been met. Urban Aboriginal children and youth, who experience higher rates of poverty, violence and racism, face significant obstacles to learning.

Apart from these issues of marginalization, which affect other communities in Toronto, there are barriers in the education system that are unique to Aboriginal students. There is a lack of awareness amongst teachers of the particular learning styles of Aboriginal students and a lack of understanding within schools and schools boards of Aboriginal cultures, histories and perspectives.¹⁹⁴ As a result, there is a need for effective counselling and outreach and a school environment that encourages Aboriginal student and parent engagement.

Aboriginal communities have long raised concerns about the treatment of Aboriginal children and youth in the public education system. In 1994, the Ontario Royal Commission on Learning reported that such concerns were brought to their attention through the consultation process:

Aboriginal parents and educators also feel that their students will be more successful if teaching and evaluation methods used in schools are more sensitive to their cultures and learning styles. **They are concerned that Aboriginal students are being suspended and expelled out of all proportion to their numbers.** They feel that teachers and other students do not understand the problems and expectations of Native students. They

¹⁹⁰ Ontario (2005), *Ontario's New Approach to Aboriginal Affairs*.

¹⁹¹ J.A. Brzozowski, A. Taylor-Butts and S. Johnson (2006), “Victimization and Offending Among the Aboriginal Population in Canada” *Juristat* Vol. 6(3) at p. 2.

¹⁹² Toronto District School Board (October 2005), “Closing the Achievement Gap: improving results for students who are not achieving success in school.”

¹⁹³ K. Bhattacharjee (2003), *The Ontario Safe Schools Act: School Discipline and Discrimination* (Toronto: Ontario Human Rights Commission).

¹⁹⁴ Ontario (2007), *Ontario First Nation, Métis, and Inuit Education Policy Framework* (Aboriginal Education Office, Ministry of Education), p. 6.

also worry about outright racism that sometimes reveals itself in a school's lack of willingness to work with Aboriginal students and help them gain dignity and a more positive sense of themselves [emphasis added].¹⁹⁵

In recognition of these issues, the Ontario government has publicly committed itself to building a new relationship with Aboriginal peoples, based on principles of government-to-government negotiation and respect. *Ontario's New Approach to Aboriginal Affairs* commits the government to ensuring that Aboriginal peoples have greater involvement in matters that directly affect their communities, including the delivery of programs and services.

With respect to education, the province has agreed to work with Aboriginal leaders and organizations to improve education outcomes for Aboriginal students. There have also been announcements of funding and programming initiatives designed to improve the curriculum to more accurately reflect Aboriginal issues and history, as well as a commitment to programs designed to increase the success of Aboriginal students.¹⁹⁶ For example, curriculum policy documents have been developed for teaching Native Studies in grades 9 through 12, and Native Languages in grades one to twelve. Support documents have been developed for teaching the language patterns of six Aboriginal languages.¹⁹⁷ Native languages are offered as an alternative to French-as-a-Second-Language.¹⁹⁸ Curricula are being revised to include Aboriginal perspectives "where relevant".¹⁹⁹

3.07.02: Aboriginal Education at the TDSB

The Toronto District School Board serves the largest urban Aboriginal population in Canada. As positive as recent government announcements are, in the TDSB at least, there is an unfortunate disparity between government announcements and the situation on the ground. While there is considerable talent and potential amongst Aboriginal students in the Toronto District School Board, many Aboriginal students continue to struggle due to a lack of resources to meet their unique needs. During a consultation with the TDSB Equity Team, it was revealed that the achievement gap for Aboriginal students has increased, rather than decreased, over the past five years.²⁰⁰

Amongst Grade 7 to 12 TDSB students, 0.3 percent self-identify as Aboriginal.²⁰¹ The TDSB Equity team believes that this number is likely an under-representation of the

¹⁹⁵ Royal Commission on Learning (2004), *For the Love of Learning* (Queen's Printer).

¹⁹⁶ Ontario (2005), *Ontario's New Approach to Aboriginal Affairs*.

¹⁹⁷ Ontario (2005), *Ontario's New Approach to Aboriginal Affairs*.

¹⁹⁸ Ontario (2007), *Ontario First Nation, Métis, and Inuit Education Policy Framework* (Aboriginal Education Office, Ministry of Education), p. 27.

¹⁹⁹ Ontario (2005), *Ontario's New Approach to Aboriginal Affairs*.

²⁰⁰ Although the TDSB refers to an "Equity Department", this department find no place on the TDSB organizational charts. The Panel met with an "Equity Team", made up of TDSB staff from different departments who work together to further principles of equity in education.

²⁰¹ Toronto District School Board (2007), 2006 Student Census, Grades 7-12: Research Report", p. 10.

actual number of Aboriginal students in the Board, as children and youth may not know about their background or may be reluctant to self-identify.

The assertion that the numbers are not reflective of the population is supported by the fact that more students reported victimization based on their Aboriginal background than identified as Aboriginal when asked to self-identify. For example, one percent of grade nine to twelve students reported that they felt that they had been treated differently because of their Aboriginal background.²⁰² Two percent of students in grades seven through twelve reported that they felt they have been threatened, bullied or harmed by someone at school because of their Aboriginal background.²⁰³ These reports of student victimization suggest that Aboriginal students are at a disproportionate risk of victimization at school. Such reports are consistent with research more broadly, which indicates that Aboriginal people are three times more likely to be the victims of violence than non-Aboriginal people. Young Aboriginal people between the ages of 15 and 34 are more likely to be victims of violence than their older counterparts.²⁰⁴

One factor that may contribute to victimization of Aboriginal students is a lack of awareness amongst non-Aboriginal students about Aboriginal histories and cultures. Although the Ministry has developed a curriculum for Native Studies at the secondary level, these are elective courses and very few TDSB secondary schools offer the courses.²⁰⁵ This is unfortunate for both Aboriginal and non-Aboriginal students. As the Royal Commission on Learning noted in 1994, “All students and teachers must be more knowledgeable about and sensitive to Aboriginal culture and history. Not only will this help all schools become more hospitable places for Aboriginal students, but it will ensure also that Ontario society as a whole has a better understanding of Aboriginal peoples.”²⁰⁶

Despite moves to include more instruction concerning Aboriginal peoples in curricula, only 49 percent of grade seven and eight TDSB students report having learned about Aboriginal people at school and the situation is worse for those in grades nine to twelve, where only 21 percent of students had learned about Aboriginal people. All students should be learning about Aboriginal peoples at school. It is hoped that these statistics will improve as the implementation of the new curriculum continues across the province.

Preservation of languages is essential to preserving culture and identity. The TDSB has recognized the importance of Native Language through a Native Languages program that offers Ojibwa language instruction in addition to or as an alternative to French. Students who wish to participate in the Native Language program can access free transportation to the closest school that offers the program. However, this policy is very poorly communicated to students and parents.²⁰⁷ There is no written policy to this effect, and its

²⁰² Toronto District School Board (2007), 2006 Student Census, Grades 7-12: Research Report”, p. 82.

²⁰³ Toronto District School Board (2007), 2006 Student Census, Grades 7-12: Research Report”, p. 83.

²⁰⁴ J.A. Brzozowski, A. Taylor-Butts and S. Johnson (2006), “Victimization and Offending Among the Aboriginal Population in Canada” *Juristat* Vol. 6(3) at p. 1.

²⁰⁵ Consultation with TDSB Equity Team, November 30, 2007.

²⁰⁶ Royal Commission on Learning (2004), *For the Love of Learning* (Queen’s Printer).

²⁰⁷ Consultation with TDSB Equity Team, November 30, 2007.

implementation relies upon informal and uneven arrangements. According to the Equity Team, the TDSB has had considerable difficulty attracting a strong cadre of teachers for the Native Language program and does not provide these teachers with adequate classroom resources or staff development. This has resulted in low enrolment in the program, which then justifies again a reduction of resources, resulting in a cycle to the bottom.²⁰⁸

The Panel is concerned that the Native Language program, which is so essential to preserving Aboriginal cultures and engaging Aboriginal students, is at risk. The program cannot be revitalized unless more parents and students are aware that it is available.

Recommendation 101: The Toronto District School Board should ensure that all students and parents are informed that the Board offers Native Language instruction as an alternative to French, and that all students who wish to enroll in Native Language education have the right to transportation to the closest school that offers that course of instruction.

In addition to these curriculum developments, there are several specialized programs in the TDSB for Aboriginal students. At the elementary level, the First Nations School of Toronto (hereinafter “First Nations School”) has been operating for nearly 30 years. In 1977, the school was called Wandering Spirit Survival School and was designated as an alternative school. In 1983, the school was recognized by the Toronto Board of Education as a “Cultural Survival School” rather than an alternative school. In 1989, the school was renamed First Nations School of Toronto. Today the school is a complete elementary school, offering education from Junior Kindergarten to Grade 8. Students are taught Ojibwa instead of French and receive an education on the cultures and traditions of the Woodland peoples. The school shares space with the Dundas Street School.

The Native Learning Centre is a secondary school program that is affiliated with Jarvis Collegiate. It represents a partnership between the Toronto District School Board and Native Child and Family Services of Toronto. The TDSB provides teachers and Native Child and Family Services provides the facility for the school, a full-time Program Coordinator and services such as cultural outreach, counselling, addictions counselling, employment counselling and housing assistance. The program is normally at capacity with a waiting list.

There are four to five other TDSB schools with a large Aboriginal student population and which offer Aboriginal programming. For example, at Eastview Junior Public School (hereinafter “Eastview”), one quarter of the student population is Aboriginal. Eastview offers the Native Language program, a Native pre-school program and a Native parenting centre.

²⁰⁸ Consultation with TDSB Equity Team, November 30, 2007.

3.07.03: First Nations School of Toronto

Nowhere is the lack of appropriate resources for Aboriginal education more apparent than at the First Nations School of Toronto, where suspensions are at an extraordinary level for an elementary school, and where a majority of students show signs that they are seriously struggling academically.

That is not to say that there are not also positive initiatives that have been undertaken at the First Nations School. The school provides a unique program of cultural teachings and traditions, which are so essential for young Aboriginal people. As Catherine Pawis, TDSB Central Principal of Aboriginal Education noted, “knowing who they are is so critical to our students.”

The school has instituted an “Honour Feather Society”. At the end of each term, the school assembles to hear the announcement of the names of students who have been granted a feather. The feathers are small, metal pins that can be attached to a coat or hat. Students who earn three feathers are entitled to have their name engraved upon a small metal plate that is attached to a “clan staff of honour”. An Honour Feather is attached to the staff, so that students can see that they have honoured their clan. Students earn feathers through good performance in the areas of academics, attendance, behaviour, promotion of traditional values, or the promotion of traditional language and culture. Students with feathers on their hats are allowed to wear their hats in school.

Despite these positive programs, consultations with the school’s administration, teachers and parents revealed that many of the students at the First Nations School have very high and complex needs that are not being addressed. Some of the students at the First Nations School come from very challenging backgrounds and require a great deal of culturally-appropriate social, behavioural, academic and emotional support.²⁰⁹ In recognition of these needs, the TDSB has provided a full-time Special Education teacher and a well-resourced language lab. According to Ministry funding formulas, the school is richly resourced. Nonetheless, those consulted about the school were unanimous that current resources are insufficient and that there are significant limitations, both in terms of physical space and human resources. As a result, the First Nations School displays many of the markers of a school that is in poor health.

Students at the school rank last in the Board on Education Quality and Accountability Office (“EQAO”) testing results.²¹⁰ In the 2006-2007 EQAO standardized testing, none of the grade three students were at or above provincial standards in reading, writing or arithmetic. While 50 percent of the grade six students were at or above provincial

²⁰⁹ M. Siegrist (2007), “Literacy and Numeracy Secretariat Diagnostic Summary Report Draft: First Nations Public School.”

²¹⁰ Education Quality and Accountability Office (EQAO) assessments of reading, writing, and mathematics are administered to all students in Grades 3 and 6. The assessments measure how well students have met the provincial expectations in the Ontario Curriculum, Grades 1-8. Each assessment covers the knowledge and skills that students are expected to have acquired by the end of the grade being assessed.

standard last year with respect to reading, only 25 percent met provincial standards in mathematics and none of the students met provincial standards in writing.

The Panel was told to be cautious with these test scores, as the small number of students has the effect of skewing the results. With a small number of students, one or two students who are doing very poorly can pull down the average school score. The student population is highly transient, with students entering and leaving the program throughout the year, lowering overall academic performance. On the other hand, the Principal told the Panel that these results are typical of performance in other grades at the school. According to testing done in October/November 2007, the entire grade one class is performing at the lowest level with respect to literacy. Half of the grade two and three classes, two thirds of the grade five and six classes and half of the grade seven and eight classes are demonstrating serious academic difficulty.

As a result of the low EQAO scores, an Ontario Focused Initiatives Partnership (OFIP) team has been working with the school for two years to provide specific strategies and intensive professional development. Nonetheless, the students continue to struggle.

Messenger Hawk, the Chair of the School Council, commented that the low academic performance is not surprising, given the oppressive history of educational policy and Aboriginal peoples. The First Nations School is a unique program, and as a result, comparing it to other schools is not always appropriate, or may overlook realities that Aboriginal students face: "In a positive way, there is no other First Nations school. So we are doing number one." Messenger Hawk noted that many of the parents of the school's children are injured by traumatic pasts and are not educated themselves. As a result, they cannot provide their children with academic assistance in the home. Strategies for improving the academic performance of Aboriginal children will likely require the inclusion of services for families.

The Panel heard that the teachers at the First Nations School are committed and caring teachers. The caring professionalism and commitment of the teachers from the school was obvious to the Panel during its consultations at the school. On the other hand, only two of the six teachers at the school are Aboriginal. While the Panel believes that non-Aboriginal teachers who are sensitive to Aboriginal traditions and issues can provide Aboriginal students with a quality education, Aboriginal students can benefit significantly from having Aboriginal role models in the classroom. Unfortunately, as a system, the TDSB is not attracting experienced Aboriginal educators. There is a limited pool from which to choose. For this reason, the Panel proposes that the Ontario College of Teachers take steps to ensure that all teacher candidates are prepared to work with Aboriginal students. In fact, there are many college and university programs that lead to careers in educational settings, such as Child and Youth Workers, Educational Assistants and administrative staff. All of these school board personnel should be better prepared to work with Aboriginal students.

Recommendation 102: The Ontario College of Teachers should require faculties of education to enhance the knowledge and skills of teacher candidates and teachers in the field to better prepare them to work with Aboriginal students.

According to the school's principal, Wayne Kodje, one of the school's greatest needs at present is a full-time, qualified counsellor with Aboriginal ancestry. However, the school does not have funding for such a position. When short-term funding was provided for a Child and Youth Worker last year, no qualified Aboriginal candidates applied for the position.

It has long been recognized that counsellors with the skills to properly serve Aboriginal students are a necessity in the education system. The "Native Counsellor Training Program" was initially established in 1976. The program was established to address the need for Aboriginal Education Counsellors who would provide counselling services to First Nation, Métis and Inuit students attending elementary and secondary schools both within and outside First Nation communities. The Ministry of Education withdrew its support for the program in 1995 and provincial funding was not renewed until 2006.²¹¹ Although the Ministry of Education has encouraged the Ontario College of Teachers to implement a qualification program for Aboriginal Education Counsellors, there is no such program yet in place.

Active recruitment and outreach with appropriate incentives are needed. For example, some northern Ontario communities and Band Councils have underwritten the post secondary educational cost of potential candidates in exchange for a 5-year commitment by the candidate to work with a designated group of Aboriginal students upon graduation.

Recommendation 103: The Ontario College of Teachers should develop a Native Counsellors Qualification Program.

Recommendation 104: The Toronto District School Board should work with the Ontario College of Teachers towards providing full-time Native Counsellors in all elementary and secondary schools that have a five percent or greater Aboriginal student population, within two years.²¹²

To truly serve the Aboriginal elementary students in the Toronto District School Board, the First Nations School must be a centre of academic excellence with a strong cultural and traditional curriculum. It cannot be that centre of excellence without an infusion of

²¹¹ Ontario (2007), *Ontario First Nation, Métis, and Inuit Education Policy Framework* (Aboriginal Education Office, Ministry of Education), p. 28.

²¹² The Native Learning Centre at Jarvis Collegiate Institute has 30 to 40 students at a time. If it is treated as a part of the Jarvis Collegiate Institute, which has a population of over 1000 students, it would not qualify for a Native Counsellor. However, the Panel recognizes that the Native Learning Centre provides a separate program, and thus should be treated as a "school" for the purposes of this recommendation. Similar programs should be treated in the same manner.

support services for its complex needs students. The Panel has concluded that the First Nations School would benefit from having full-time assistance from a culturally appropriate counsellor. The Panel concludes that given the limited internal pool, the TDSB should recruit externally for a culturally appropriate Family and Youth Counsellor in order to ensure that someone is found to fill the position as soon as possible. The Panel has concluded that the First Nations School would also benefit from the addition of a Vice-Principal dedicated to addressing the academic needs of the school.²¹³

Recommendation 105: The Board should immediately recruit, from external sources, a full-time Family and Youth Counsellor, with expertise in serving the Aboriginal community, to co-ordinate and provide culturally sensitive, healing, counseling and support to the students and families of the First Nations School of Toronto. Preference should be given to Aboriginal candidates.

Recommendation 106: The Toronto District School Board should fund a Vice-Principal position to be assigned to the First Nations School of Toronto. The new Vice-Principal position should have responsibility for curriculum and student academic success, and should have knowledge of, and sensitivity to Aboriginal issues, with a preference given to Aboriginal candidates.

3.07.04: Disciplinary Measures and Aboriginal Justice at the First Nations School

One of the greatest challenges the First Nations School faces is the need to immediately address disciplinary issues in the school. In 2004-2005, 45 of 85 students were suspended at least once (52.95 percent). The Safe Schools Department met with the First Nations School to address these results. In response the Principal instituted a school discipline policy that recognizes the need for progressive discipline. Suspensions were reduced to 22.97 percent in 2005-2006, and then increased in the 2006-2007 school year to 27.4 percent.²¹⁴ Despite the improvements, these statistics are a clear indicator of the school's ill health, and a red flag that the TDSB is failing its Aboriginal students.

The Principal told the Panel that although he does not believe that suspensions are helping, he feels that his hands are tied:

²¹³ Unfortunately, the Panel did not conduct consultations at some of the other schools that have a high number of Aboriginal students. For example, the number of Aboriginal students at Eastview is roughly the same size as the entire population at the First Nations School. On top of the approximately 80 Aboriginal students at Eastview, there are almost 250 non-Aboriginal students. The school is allocated one Principal, and no Vice-Principal. The Panel was told that the Toronto District School Board has temporarily re-assigned a part-time Vice Principal from another school to Eastview. Not having consulted at the school, the Panel cannot evaluate whether a Vice Principal should be permanently assigned to the school. In view of the systemic realities facing Aboriginal students, the Panel urges the TDSB to consider whether the temporary Vice-Principal at Eastview should be made permanent.

²¹⁴ The school did not expel any students during that time.

Wayne Kodje: *We have some high needs students here. Some very high needs. But, I felt that there was something that we needed to do to be able to try to address the problem, and it was a problem that was, and to a certain extent still is, quite chronic. What do we do with kids who are engaging in a lot of violence? And so, anything that they engaged in that ... consisted of a violent nature, we had been giving consequences for – not necessarily suspensions – and it did not seem to be addressing, didn't seem to be stopping them. So after having repeatedly visiting the problems with the same students over and over again, I began suspending. A lot of the students are the same students repeated, some of them got three, four, five suspensions. And of course I had discussions with their families about this as well as support services [including TDSB social workers, Special Ed., Safe Schools]. And, I started suspending.*

And after awhile realized that these kids ... it was just not stopping. They were being suspended and coming back and they're still engaging in the same kinds of behaviours that they were suspended for. And I got a lot of attention of course from the Board, my Superintendent, social work, Safe Schools. So we met about it and they said suspensions are not working you need to change. They talked to me and other principals as well. They talked to me about other ways of handling the situation. Looking at mitigation, mitigating circumstances. Seeing if there are other things that can be done. They obtained for part of the year a Child and Youth worker who was brought in to work with the students but also to show the staff other techniques that maybe they had not considered in terms of dealing with troubled kids. That worker was here for several months but it was a term position and she left.

And the suspensions went down, I would say in large part because I was mitigating quite a bit. I also drafted up a policy with the staff on handling discipline – a discipline and consequences policy so everyone was working in the same way, on the same page, a common approach.

...

It all depends on who is in our population in any given year ... Last year, the last two years and into this year, ...the greatest concern has been the grade three, four, five class. Those grades, three, four, and five, we have some very high needs kids. But as they move on, then it becomes the grade six class is very concerning. As the kids move up and they do not get the help that they need.

Julian Falconer: *Doesn't that tell you suspensions do not work?*

Wayne Kodje: *Oh, I know that....There is an expectation that when a certain kind of behaviour happens, when there is violence towards a staff person or if a student is hurt – not just attacked but when they are*

attacked and hurt. There is an expectation that the recourse will be the parents will be informed and the child will be suspended.

Kodje estimated that approximately two thirds of the school's suspensions are a result of serious violence by a student, which is a reflection of the fact that approximately twenty percent of the students at the school are "very high needs." Due to the absence of counselling and services for his students, he has few tools to respond to behavioural issues in the school.

Teachers from the school observed that although the number of suspensions has dropped in the last two years, the behavioural issues have not declined. The school has simply responded to such behaviours differently, sometimes through in-school detentions or other measures that do not involve sending students home when they act out. The school is in desperate need of alternatives for both responding when students act out, and for teaching students to behave in different ways. Early intervention is essential in order to change behaviours and improve outcomes for Aboriginal students.

Although there are problems in general with the Board's current approach to suspensions and expulsions (as discussed elsewhere in this Report), there are unique issues raised when disciplining Aboriginal students. Aboriginal students, parents and legal workers have raised concerns about the failure of the current disciplinary regime to incorporate Aboriginal perspectives. For example, in a report to the Ontario Human Rights Commission on the *Safe Schools Act*, Bhattacharjee noted that the failure of the *Act* to incorporate an Aboriginal perspective, such as collective decision-making and community response, was cited as evidence of systemic factors leading to the disproportionate impact on Aboriginal students.²¹⁵ The report quoted a youth court worker working with Aboriginal youth as saying:

[I]t is punitive, while from an Aboriginal perspective, it should be more of a collective decision. The vice-principal or whoever is in charge puts the onus on the young person. It is not collective at all and makes no sense from an Aboriginal perspective. Aboriginal kids are used to a community response.²¹⁶

Given the cultural beliefs and traditions of Aboriginal peoples, disciplinary regimes based on punitive responses may well be ineffective. The Ontario Human Rights Commission report suggested that a disciplinary regime applied to Aboriginal students should take into account systemic factors, similar to the way in which the Canadian criminal sentencing system is now required to consider the background and history of Aboriginal offenders.²¹⁷

²¹⁵ K. Bhattacharjee (2003), *The Ontario Safe Schools Act: School Discipline and Discrimination* (Toronto: Ontario Human Rights Commission) a p. viii.

²¹⁶ K. Bhattacharjee (2003), *The Ontario Safe Schools Act: School Discipline and Discrimination* (Toronto: Ontario Human Rights Commission) a p. 48.

²¹⁷ Section 718.2(e) of the *Code* requires judges to consider all available sanctions other than imprisonment and to pay particular attention to the circumstances of Aboriginal offenders. It is designed to ameliorate the serious problem of overrepresentation of Aboriginal people in prisons. Section 718.2(e) directs judges to

In the last decade, there have been developments in the criminal justice system designed to recognize the unique needs of Aboriginal peoples. Internationally, Aboriginal justice concepts have been developed in order to try to reduce the high numbers of Aboriginal peoples in conflict with the law. Common elements of Aboriginal justice programs include an informal process, non-legal facilitators, the inclusion of offenders, victims and their supporters, an emphasis on victims describing how the crime has affected them, offenders taking responsibility for their acts and consensual decision-making in deciding a penalty, which is centered on “repairing the harm” caused by the crime.²¹⁸

Some school boards in Ontario have experimented or even implemented “restorative justice” principles into school discipline. Restorative justice concepts, although often associated with the criminal justice system, have also been used in non-criminal decision-making contexts such as child protection and school discipline.²¹⁹

In the TDSB, some staff have been trained in restorative justice principles and the Panel sees great potential in this approach to school discipline in appropriate circumstances. However, concepts of “restorative justice” should not be conflated with Aboriginal justice practices. Although non-Aboriginal restorative justice advocates often claim that restorative justice is drawn from Aboriginal practices, this “glosses over the histories and particularities of Indigenous social organization before and after colonial conquest.”²²⁰ Unless Aboriginal peoples are involved in developing the process and opportunities are incorporated that respond to the needs of their unique communities, such practices should not be termed Aboriginal justice.

One such program is run by Aboriginal Legal Services of Toronto (ALST).²²¹ ALST’s “Community Council” program accepts adults who have been charged with an offence under the *Criminal Code of Canada* or *Narcotic Control Act* and who have been diverted from the court system. Community Council members are recruited from the Aboriginal community. ALST arranges a hearing for the individual with the Community Council members, who draw on Aboriginal cultural values to begin the healing process necessary to reintegrate the individual into the community. In deciding how best to accomplish this healing, the Council will make a decision requiring the individual to do certain things.

undertake the sentencing of such offenders individually, but also *differently*, because the circumstances of Aboriginal people are unique. In sentencing an Aboriginal offender, the judge must consider: (a) the unique *systemic or background factors* which may have played a part in bringing the particular Aboriginal offender before the courts; and (b) the types of sentencing procedures and sanctions which may be appropriate in the circumstances for the offender because of his or her particular Aboriginal heritage or connection. For particularly violent and serious offences, imprisonment would likely result, but for less serious offences, an offender may receive a non-custodial sentence with an emphasis on restorative justice.

²¹⁸ E. Marchetti and K. Daly, “Indigenous Sentencing Courts: Towards a Theoretical and Jurisprudential Model, *Sydney Law Review*, Vol. 29, pp. 415-443 at p. 425.

²¹⁹ E. Marchetti and K. Daly, “Indigenous Sentencing Courts: Towards a Theoretical and Jurisprudential Model, *Sydney Law Review*, Vol. 29, pp. 415-443 at p. 424-425.

²²⁰ E. Marchetti and K. Daly, “Indigenous Sentencing Courts: Towards a Theoretical and Jurisprudential Model, *Sydney Law Review*, Vol. 29, pp. 415-443 at p. 429.

²²¹ In the interests of transparency and accountability, it should be noted that the Chair of the Panel’s law firm currently acts as counsel to ALST in matters unrelated to school safety.

Any option, except jail, is available to them in making this decision. Some options include counselling, restitution, community service, treatment suggestions or a combination of the above. The program is responsible for providing the needed supports to the client to assist him or her to fulfill their conditions and for monitoring this process until its completion.

An evaluation of the program in 2000 found that there had been a decrease in criminal behaviour and that the program overall represented a meaningful alternative to the criminal justice system.²²² ALST is currently developing a “Child Welfare Community Council” (CWCC), which will focus on resolving child welfare matters involving Aboriginal families.

The concept of the Community Council is not new. Such a collaborative approach to justice was characteristic of Aboriginal communities in Central and Eastern Canada for centuries before the arrival of Europeans to North America. It is also the way that disputes continue to be informally resolved in many reserve communities across the country.

Given that Aboriginal students, families and community members have expressed concern that mainstream approaches to discipline are not culturally appropriate for Aboriginal students and result in the disproportionate suspension of Aboriginal students, the Panel concludes that the TDSB should consider alternative approaches. Aboriginal justice and conflict resolution practices, which involve the engagement and participation of Aboriginal communities, have the potential to empower Aboriginal students and their communities, and thus have an impact beyond the individuals involved.²²³ In addition to community participation, Aboriginal justice and conflict resolution processes would embrace a genuine respect for, and meaningful cooperation with, Aboriginal law and justice values and processes.²²⁴ For example, reliance on Elders, Respected Persons or other members of the local Aboriginal community in the process can shift the focus from a punitive one, to one that is negotiated, rehabilitative and conciliatory.²²⁵

Thus, there are models for Aboriginal-specific conflict resolution and justice programs that have been directed towards young people to address conflict both in family and school settings. An Aboriginal school discipline program emphasizing community-involvement, healing, access to resources and reconciliation could make an enormous difference for the students at the First Nations School. Intervention at the elementary level has a greater chance of succeeding by placing Aboriginal students on a path that can help them to stay in school, achieve at higher levels, connect with their communities and stay out of conflict with the law as they become older.

²²² Campbell Research Associates, “Evaluation of the Aboriginal Legal Services of Toronto Community Council Program: Final Report” (April 2000) at p. 7.

²²³ R. Gordon Green, *Justice in Aboriginal Communities: Sentencing Alternatives* (1998) at 72.

²²⁴ L. McNamara, “The Locus of Decision-Making Authority in Circle Sentencing: The Significance of Criteria and Guidelines” (2000) 18 *Windsor Yearbook of Access to Justice* 60 at 61.

²²⁵ E. Marchetti and K. Daly, “Indigenous Sentencing Courts: Towards a Theoretical and Jurisprudential Model, *Sydney Law Review*, Vol. 29, pp. 415-443 at p. 440.

Recommendation 107: The Toronto District School Board should immediately hire an external consulting agency to examine the needs of the students at the First Nations School and to develop an Aboriginal-specific conflict resolution and restorative justice program for the school. The external consulting agency should be a community Aboriginal agency with expertise and experience providing culturally appropriate conflict resolution programming for young Aboriginal people.

The measures contemplated by the Panel to improve outcomes for the children and students at the First Nations School, including an Aboriginal justice and conflict resolution program, are not possible in the current building. The First Nations School is housed in the wing of another, larger school and as a result it must compete for limited space with a much larger student body. For example, access to the gym facilities are limited and the school has little room to spare. Many of the resources that the school has obtained over the past few years, including a new library and computer equipment, were obtained through outside funding grants rather than TDSB dollars.

It was apparent to the Panel that there are significant space limitations that impede the expansion of programming at the school. For example, one of the barriers to implementing a breakfast program is the fact that the conversion of a classroom into a lunchroom for the 75 students remains incomplete, although work began on the renovations in May 2007. Parents and teachers expressed frustration that many of the school's students come to school hungry, and that many of the behavioural and academic problems arise from a problem as simple to fix as hunger.

The Panel finds that the school would benefit from the independence and status associated with having its own building. The choice of site should be a collaborative process with the Aboriginal Community.

Recommendation 108: The Toronto District School Board should move the First Nations School of Toronto into its own building, so that it need not share space with another school.

3.07.05: Oversight of Aboriginal Education in the TDSB

As indicated at the outset, the provincial government has committed to building new relationships with Aboriginal people, and involving Aboriginal leadership in the education system. This new direction places an onus on the Toronto District School Board to work in partnership with Aboriginal leadership to find solutions to the Aboriginal student achievement gap and to ensure that all students learn to respect and value Aboriginal peoples.

On a systems level, the TDSB has taken two major steps over the past several years to address Aboriginal education: the creation of a Central Principal responsible for

Aboriginal education and the establishment of an Advisory Committee. While both of these initiatives are positive, there are significant limitations.

The Central Principal (Aboriginal Education) serves as a resource for the community, schools and the Board. The Central Principal can assist the community in accessing resources, bringing awareness to new curriculum initiatives and developing partnerships with community agencies.

Unfortunately, the “Aboriginal Education” portfolio was not accompanied by the resources required to make the position a success. For example, the Central Principal does not have any administrative support, nor does she have a budget for something as simple as distributing resource materials at workshops. The position, like many other Aboriginal programs in the TDSB, was established through outside grants and does not have stable funding. In fact, the position of Central Principal has not been funded beyond this year. The lack of administrative support, budget or stable funding gives the impression that the position was created as a token gesture that was set up to fail. The instability that arises from dependency on outside funding, rather than committed support from the TDSB, is a concern that requires resolution.

Recommendation 109: The Toronto District School Board should establish the position of “Central Principal - Aboriginal Education” as a permanent position and should provide a budget sufficient to allow the Principal to develop curriculum and programming initiatives and to liaise with community Aboriginal agencies.

An additional problem that has arisen as a result of the creation of a Central Principal position is confusion concerning lines of authority over Aboriginal education. As a result of funding announcements from the provincial government, there appears to be a perception by some that there is a considerable amount of money available for Aboriginal programming. As a result, some departments tend to assume that the Central Principal of Aboriginal Education will have the resources necessary to address the particular needs of Aboriginal students and that other TDSB departments are not responsible for Aboriginal education initiatives. This perception is inaccurate. Despite the funding announcements, when monies announced for Aboriginal education have been rolled out to the TDSB, they have not been specifically tied to Aboriginal education initiatives. As a result, the TDSB is free to use these monies as they wish.

Although the creation of the position of Central Principal of Aboriginal Education is a positive step, to the extent that other TDSB departments have abdicated their responsibility to ensure all departments meet the needs of Aboriginal students to the Central Principal, the position has actually resulted in a step backwards.

The Central Principal for Aboriginal Education does not have the authority or the budget to implement strategies or programs for Aboriginal students. She can do little apart from serving as a resource for the TDSB and an advocate for Aboriginal students and parents.

As important as this role is, much more must be done for Aboriginal education in Toronto.

In March 2006, the TDSB approved the formation of an Aboriginal Advisory Committee. The Committee was formed in April 2006 and advises the Board on policies and programs concerning the education of Aboriginal students. The Advisory Committee includes parent representatives and community agencies. There are TDSB staff representatives, such as the Central Principal of Aboriginal Education, who sit on the Committee. These staff representatives have no voting rights, but can bring issues to the attention of the group and make recommendations for directions in Aboriginal education.

The Aboriginal Advisory Committee is certainly a step in the right direction; however the powers of this Committee are advisory only. The Committee should be given a greater voice in the governance and management of the education of the students, and steps should be taken to ensure that this Committee has consistent representation from Aboriginal leaders. The Committee could be a useful basis upon which the TDSB could create a genuine and respectful partnership with Aboriginal communities.

One of the central concerns identified by the Committee is the perception that provincial grants for Aboriginal education are not being spent on initiatives to improve educational outcomes for Aboriginal students. One significant step that the Committee has taken to date is a motion to the trustees concerning the use of funds granted for Aboriginal education. The Advisory Committee is quite concerned that these funds are used for other purposes, and that the money does not trickle down to support Aboriginal students. The Panel shares this concern.

Recommendation 110: The Ontario Ministry of Education should “sweater” all funding allocated for Aboriginal education initiatives.

3.07.06: Conclusion

The extraordinarily high suspension rates, drop out and victimization rates and the extraordinarily low academic results for Aboriginal students in the TDSB are signals that the TDSB is failing one of our most marginalized and vulnerable communities. The achievement gap for Aboriginal students has been a well-known problem for decades. The fact that we are failing yet another generation of Aboriginal students is not a secret. It is well known to the TDSB and it is well known to the teachers, parents and students in schools such as the First Nations School. Although promises have been made, for example of provincial funding for Aboriginal education initiatives, in practice these promises have not been upheld, leading to cynicism and distrust from Aboriginal communities.

The inability of the TDSB to actually implement its equity policy is amply reflected in the experience of its Aboriginal students. Significant and immediate changes, led by Aboriginal communities and leaders, students, parents and teachers, are necessary in

order to reverse a long-term trend that has excluded Aboriginal students, with the goal of creating an educational system that genuinely serves the needs of Aboriginal children and youth.

3.08: A Return to Equity

3.08.01 Equity Explained

The Panel has operated on the central premise that the evolution of safety issues in TDSB schools is best understood through analysis of the history of the Board's efforts to respond to and manage its most marginalized and/or complex-needs youth. The real change that is essential to making headway on issues of safety involves abandoning the failed philosophy of addressing safety through discipline/enforcement mechanisms. It does not work. While there will always be a place for discipline in identifying standards of behaviour, the reality is that marginalized youth cannot be punished/suspended into becoming engaged. In its consultations the Panel has heard time and again that healthy school environments will be achieved by re-engaging youth whose needs are currently not being met.

Therefore, the fundamental challenge for the TDSB involves identifying and employing key strategies aimed at re-engaging youth. As simple as this statement is to make, the TDSB (along with many other agencies in the Province of Ontario) has been wholly unsuccessful at meeting the challenge. Key elements to any successful strategy will be initiatives aimed at inclusion. In other words, the TDSB cannot hope to re-engage youth if its programs and initiatives are not geared towards accommodating their special challenges. Youth who come to school unable to learn because of their challenging lives outside of school have needs that must be addressed through social services supports as well as inclusive curriculum aimed at their realities. Zanana Akande put it best, "we can't preach delayed gratification and course credit building to youth who have little hope of ever seeing the career opportunities we are trying to sell."

Strategies geared to inclusion involve adopting approaches and programs meant to recognize and acknowledge the diversity of the student population. These are the principles upon which equity initiatives are built upon. That is, that one size does not fit all. It is useful to consider a working definition of equity in the education context:

In the education context, equity refers to an inclusive atmosphere of learning where all students are treated fairly. Equity includes a recognition that students have different needs, experiences and ethno-cultural backgrounds and that a "one size fits all approach" to addressing students' needs, experiences and ethno-cultural backgrounds does not create an environment where all students are afforded the opportunity to succeed.

Equity in education includes ensuring the following (as stated in the Equity Foundation Statement):

- (1) that the curriculum of our schools accurately reflects and uses the variety of knowledge of all peoples as the basis for instruction;
- (2) that all students are provided with fair opportunities to be successful
- (3) that all institutional barriers to success are identified and removed;
- (4) that all learners are provided with supports and rewards to develop their abilities and achieve their aspirations;
- (5) that all students are treated equally with respect to discipline;
- (6) that the hiring and promotion practices are bias-free, and promote equal representation of our diversity at all levels of the school system; that all our employees have equitable opportunities for advancement; that their skills and knowledge are valued and used appropriately; and that they have equitable access to available support for their professional development needs; and
- (7) that students, employees, parents, and community partners are provided with effective procedures for resolving concerns and complaints that may arise from their experiences of unfair or inequitable treatment within the school system.

3.08.02: The Relationship Between Safety and Equity

In the words of one member of the TDSB's Equity Policy Advisory Committee: "Equity practice is violence prevention." The Panel agrees wholeheartedly with this sentiment. If there is any theme that has come through consistently in its consultations, it is the close relationship between safety and equity. Regrettably, the Panel has found that the TDSB's institutional structure, policies, practices and resource allocations have treated these two related concepts as separate and in some respects as incompatible. The sad result for our complex needs students and communities is that very little progress has been made toward either safety or equity.

3.08.03: The Equity Foundation Statement

The Equity Foundation Statement and Commitments to Equity Policy Implementation ("EFS") is the starting point for any evaluation of the TDSB's success in advancing equity. The Panel is struck by the near-unanimous support for the document's language and the broad consultative process that led to its adoption in 1999.

The EFS represents a recognition by the TDSB that certain groups in our society are treated inequitably because of individual and systemic biases based on, among other things, race and culture, gender, sexual orientation, socio-economic class, and disability; and that such inequitable treatment leads to educational, social and career outcomes that do not accurately reflect the abilities, experiences and contributions of TDSB students, employees and the wider school community. The EFS commits the TDSB to ensuring that "fairness, equity, and inclusion" are essential principles of our school system and are integrated into all of our policies, programs, operations and practices.

The EFS represented nothing less than a commitment to re-orient every aspect of the TDSB's activities toward the goal of equity for marginalized groups; in essence, the very "culture shift" that the Panel has identified as a necessary first step on the path to achieving safety for students, teachers and staff.

3.08.04: Implementation Failures

The individuals and organizations consulted by the Panel, including many current TDSB staff and trustees, have been virtually unanimous in their respective views that the TDSB has failed to implement the Equity Foundation Statement in any meaningful sense. This failure to implement has had four aspects.

First, there is no "action plan" on the part of the TDSB to implement the EFS, as one would expect any large and sophisticated public or private institution to create when implementing a significant policy or strategic plan. There is no document or planning process that sets out specific and measurable targets and outcomes for various aspects of the EFS, the timeframes for the achievement of such targets, or the departments or individuals who are responsible for meeting them. In addition, there is no process by which the organization holds itself publicly accountable for the implementation of the EFS to its stakeholders and members of the public.

The Panel was provided with a draft "Action Plan" that was apparently developed in and around 2002. The Panel was advised that this document and the commitments to implementation that it entailed, became a casualty of the Supervisor's tenure. TDSB Equity staff has candidly told the Panel that it has not been re-instituted or replaced. As matters presently stand, the EFS, said to represent "essential principles of our school system", exists only on paper with virtually no impact on the TDSB's day-to-day operations.

Second, the deep cuts to the non-teacher professional resources implemented in 2002-03 (as described elsewhere in this Report) were, in effect, cuts to the TDSB's equity resources. Leaving aside whether there was the requisite institutional will to implement the EFS, these cuts significantly undermined the TDSB's capacity to do so. It is evident that cuts to Youth Counsellors, Attendance Counsellors and Community Outreach Workers have had a disparate impact on complex needs youth and disadvantaged communities.

Third, there appears to be no central authority within the TDSB to take carriage of implementing the EFS. While the TDSB does have personnel responsible for equity initiatives and programming, these human resources are dispersed throughout the organization without any central department or authority. For example, the Student Equity Program Workers who once were part of an Equity Department were transferred in 2002 to the Safe and Caring Schools Department and their student advocacy function was removed. Similarly, the Supervising Principal, Equity and Inner City, along with the four Instructional Leaders responsible for developing and delivering equity curriculum

and professional development, were transferred in September 2006 from the Executive Officer, Student and Community Equity to the jurisdiction of the System Superintendent, Programs.

The Executive Officer responsible for Student and Community Equity has no “department” at his disposal through which the TDSB’s equity initiatives are implemented centrally in a manner consistent with the EFS. Rather, the Executive Officer, Student and Community Equity assumes a passive role of supporting equity initiatives that are brought forward in an *ad hoc* fashion by individual Superintendents, Principals or other TDSB employees. There is no function, as one would expect, for systematically identifying “best practices” in equity that have been developed in one part of the organization and disseminating them to other parts of the organization; with turnover amongst equity personnel, these best practices were often lost to the organization. These observations should not be seen as criticism of the individual equity personnel with whom the Panel has consulted. The Panel was impressed with the dedication and commitment of all of these individuals but was troubled by the lack of institutional commitment to equity that would permit them to work effectively within the TDSB.

While the TDSB has instituted an Equity Policy Advisory Committee (EPAC) to provide oversight to its equity initiatives, it is clear that this body does not enjoy the degree of authority that would compensate for the absence of a central Equity Department. EPAC is composed of representatives of a broad spectrum of community based equity seeking groups, parents and designated TDSB staff and trustees. Its role is to provide guidance and advice to the TDSB on the implementation of the Board’s equity policies and commitments. As its name suggests, EPAC is limited to an advisory function and lacks the mandate to direct and coordinate the TDSB’s implementation of the EFS. When the Panel met with EPAC, its members candidly expressed doubts about how effective they were and their frustration with how far they were removed from the real decision-making affecting equity. EPAC’s submission that the Panel recommend an equity auditing procedure to monitor the TDSB’s compliance with its equity commitments is perhaps testament to its ineffectiveness in its stated role.

Fourth, the Panel has been told about a general level of cultural resistance within the organization to the principle of equity and its institutional implications. One of the TDSB’s equity personnel described this as “pushback”. This resistance or pushback can be seen throughout the TDSB from the executive ranks right down to front-line teaching staff. The Panel was told by the Equity Policy Advisory Committee that it advocated strongly for the retention of Youth Counsellors and Community Outreach Workers when these positions were in jeopardy, but that its pleas fell on deaf ears.

One front-line teacher described a level of “animosity” against the anti-racism work that she had undertaken on her own initiative. Other TDSB employees described a culture in which leaders were focused on their personal fiefdoms and presented obstacles to the Board’s equity personnel doing their jobs. Another TDSB employee working in equity acknowledged that the system neglected racialized students. He felt that a lot of the work

he did simply failed to make these students successful. He also observed that many of the principals he encountered had issues with respect to understanding and accepting “otherness”. One Vice-Principal expressed frustration that the implementation of the Equity Policy Foundation seemed to be “still up for debate and discussion” more than seven years after its introduction.

In view of the above, an essential step toward achieving real progress on issues of school safety is a revitalization and renewed commitment to creating a real and vibrant equity department. In the sections that follow, the panel provides its interpretation on how safety and equity must co-exist in order to ensure a healthy school environment.

3.08.05: Discipline without Equity – The Safe Schools Act

As part of the historical overview section of this Report, the Panel discusses the realities of the late 1990’s Conservative government strategy that saw a concerted effort to purge progressive notions of equity from government policy. Of course, this was not only reflected in the repeal of employment equity legislation but in all corners of government policy as “equity” became a “bad word” and an abandoned concept. The passage of the *Safe Schools Act* was no exception to this reality. Chair Sheila Ward stated the following concerning the legislation:

*It [the Safe Schools Act] was done deliberately. I think it was punitive against the black community. I think it was part of the law and order mentality of that government, a government that had no understanding whatsoever of that community or the challenges that visible minorities have in our society. It was an attempt to try and put them into some place and keep them there and keep them segregated from, you know, the rest of us.*²²⁶

Whether or not Chair Ward is accurate in the motives behind the *Safe Schools Act*, the Panel agrees with the Chair on the flagrantly discriminatory effect of the legislation²²⁷. In respect of the Safe Schools Culture, a common theme has emerged from both confidential and public consultations with those communities that have felt the brunt of the Conservative driven policy. They plead “REPEAL THE *SAFE SCHOOLS ACT*”. The Legislature passed the Act in June 2000 and it came into effect in September 2001. The amended *Education Act* continued to be the source of authority for school discipline.

The fact that those significantly affected by the Safe Schools culture have called for its dismantling is not new. The introduction of the *Safe Schools Act* created a reality that the

²²⁶ Consultation with Chair Sheila Ward, August 23, 2007

²²⁷ This is, no doubt, why the TDSB recognized the importance and validity of becoming a signatory to a settlement with the Ontario Human Rights Commission in respect of the discriminatory impacts of the discipline regime flowing from the *Safe Schools Act*.

new emphasis was to be on discipline. Reference to a concept known as “zero tolerance” that finds its roots in the Scarborough Board of Education became a mantra. While there is no legislative reflection of the words zero tolerance, it animated and controlled a philosophy that was determinant of how the TDSB managed its most at-risk population of youth.²²⁸ The call to “repeal the *Safe Schools Act*” should be interpreted more meaningfully. The message is loud and clear from those on the ground who experience the “Safe Schools culture” on a daily basis. THEY WANT IT TO STOP. Nothing short of a dismantling of the Safe School culture will address these pleas for action.

As reflected in the Historical Overview section, by late 2004, the Bolton-Akande report voiced a plethora of community concerns around the impacts on their youth. This controversial report focused extensive attention on the effects of the safe schools legislation and safe schools culture. By July 2005, Keith Norton, the Chief Commissioner of the Ontario Human Rights Commission initiated a complaint against both the Toronto District School Board and the Ministry of Education in respects of allegations of racism in respect of how the TDSB disciplines its youth. In November 2005 the TDSB became a signatory to a Human Rights Commission settlement setting out the various initiatives and intended to implement and address the systemic deficiencies identified in the Human Rights Commission complaint. In April 2007 the Province, through the Ministry of Education, followed suit and also became a signatory to a settlement with the Human Rights Commission.

Each one of the above-noted stages represents a key benchmark in understanding the context for how the TDSB copes with its most marginalized youth.

Sadly, the acknowledgment by the TDSB as reflected in the OHRC agreement has not translated into a significant change in culture. In respect of those populations for whom the largest cries of injustice arose, suspension numbers and the health of the schools remain in disarray. Correspondingly, violence and safety concerns in these schools continue to plague the community. The children deserve better. The youth deserve better. The TDSB is capable of better.

3.08.06: Reuniting Safety with Equity - The Well-Being and Equity Department

For far too long the TDSB has attempted to manage and respond to the needs of its most marginalized youth without the benefit of the lens of equity. This has created a world in which youth from the specified marginalized communities are suspended in “droves” (for example see suspension rate of Westview in the last two years, 21% for each successive year). There is a direct relationship between the ability to re-engage these youth and the ability to ensure the long term health and safety of our schools. In view of the critical nature of the problem, it is essential that the equity be rooted with the former Safe Schools Department to ensure that necessary elements of an effective and humane strategy towards re-engagement are employed.

²²⁸ It bears note that the “zero tolerance” language did exist in the predecessor TDSB Safe Schools Foundation Statement Policy.

As described above, the equity initiatives at the Toronto District School Board are weak. In order to infuse equity into how the Board responds to complex-needs youth, it is essential that the disbursed equity resources be transformed into a formal department which is recognized as an equal partner with the Safe and Caring Schools Department. It is recommended that the corporate structure of the TDSB be reorganized, such that Safe and Caring Schools Department is combined with the Board's equity resources to create a new department known as the Well-Being and Equity Department. The Organizational Chart set out as at Appendix G to this report depicts the Panel's view of how this restructuring should be accomplished.

The Panel's conception of the Well-Being and Equity department is based on the following principles:

- 1) There is no prospect of meaningful progress in efforts to respond to complex-needs youth as long as the Safe School culture continues to exist in its present form. The discipline/enforcement approach inherent in the original Safe Schools doctrine is a vestige of the past and can only be left behind through a complete dismantling and reinvention of the Safe and Caring Schools Department.
- 2) The ability of the Well-Being and Equity Department to restore health to TDSB schools is a function of its ability to mete out discipline and address the needs of marginalized youth through the lens of equity.
- 3) The TDSB's equity personnel have been demoralized by a denial of the recognition, funding and clout that their positions properly warrant in a modern public education system. The creation of the Well-Being and Equity Department is essential to reinvigorate the TDSB's equity personnel so that the Board can take full advantage of their talents, energy and commitment to the education of marginalized youth.
- 4) The Well-Being and Equity Department should report to the Director of Education. This reporting relationship would send an important signal throughout the organization as to the central role that this reinvented department must play in a larger reorientation of the TDSB toward principles of equity.

Recommendation 111: The Panel recommends the dismantling of the "Safe School culture" and the removal of the "Safe Schools" moniker from all of its policies and department designations. It is imperative that the TDSB send the clear message to affected communities that the vestiges of the past, in the form of safe school/zero tolerance initiatives have been truly abandoned.

Recommendation 112: The Panel recommends that the personnel who staff the current Safe and Caring Schools Department be part of a new department known as the Well-Being and Equity Department. This Well-Being and Equity Department will represent a partnership with the current equity team at the Board. The purpose of this reorganization is to ensure that equity considerations properly infuse all of the Board's decision making concerning the discipline and safety of students. The Well-Being and Equity Department would combine the expertise of both the Board's Safe Schools and Equity personnel, and would constitute an institutional recognition of the relationship between safety and equity. The Panel recommends that the organization of the Well-Being and Equity Department be in accordance with the proposed organizational chart as set out in the Final Report [see Appendix "G"].

Recommendation 113: In order to fulfill the mandate envisioned by the herein recommendations, it is essential that the Well-Being and Equity Department be understood as a partnership between safety and equity. Accordingly, the Panel recommends that steps be taken by the Board to reunite the various equity specialists in the Board with a view to reinventing the Equity team in a fashion that it is capable of fulfilling the mandate contemplated for the Well-Being and Equity Department.

Recommendation 114: The TDSB should publish an annual report setting out its progress in implementing the Equity Foundation Statement with reference to the Action Plan, and the results of its Equity auditing procedure.

Recommendation 115: The Board's Equity personnel be charged with the responsibility of identifying best practices that emerge at the school and district level and disseminating them throughout the Board. The Board should dedicate sufficient resources, including human resources, to ensure that it takes full advantage of the initiative and expertise of its staff, who implement equity at the local level.

Recommendation 116: The TDSB should ensure that all schools have a School Equity Committee made up of staff, students, parents/guardians, and community representatives. This committee will develop an equity focus of school improvement planning and identify the policies and practices that act as barriers to inclusion.

Recommendation 117: The TDSB should recognize and support the development of a professional association of African-Canadian educators. The purpose of the association would be to promote opportunities for professional development, mentoring and networking and career counselling and support.

Recommendation 118: The Panel recommends that the TDSB establish a separate office for concerns and issues about Safe Schools (and other areas of community interaction) during the transition period to more preventative measures, in the form of an ‘Ombudsperson Office’. The Ombudsperson Office should have staff funded by the TDSB, but who report directly to the Chair’s Committee of the Board of Trustees. It will be the mandate of this office to vet complaints and advocate on behalf of students and their families. There should be an assessment of this office after two years.

3.09: Provincial Advocate for Children and Youth

The Provincial Advocate for Children and Youth is an independent office of the Legislature of the Province of Ontario. In 2007, this office succeeded the Office for Child and Family Service Advocacy, which was established in 1979 and operated within the Ministry of Children and Youth Services.

The purpose of the Provincial Advocate for Children and Youth is to provide an independent voice for children and youth, including First Nations children and youth and children with special needs, by partnering with them to bring issues forward; to encourage communication and understanding among children and families and those who provide them with services; and to educate children, youth and their caregivers regarding the rights of children and youth.²²⁹

In light of the role of the Provincial Advocate, Agnes Samler, we consulted with her in preparing our recommendations. We also had the benefit of a consultation with Judy Finlay who was the Chief Advocate of the Office of Child and Family Service Advocacy from 1991 to 2007. Both have expressed their support for those Panel recommendations that are directed to the Provincial Advocate’s Office.

In a groundbreaking 1982 article on child abuse, Eliana Gil identified the concepts of “program abuse” and “system abuse”,²³⁰ both of which resonated with the Panel. Program abuse occurs when programs operate below acceptable standards or rely upon harsh or unacceptable methods to control behaviour. In the United States, a number of class action suits have been filed for various forms of program abuse including the rights to receive or refuse treatment, to have access to counsel and courts, to receive and make phone calls, visits, etc.

According to Gil, system abuse is not committed by a single individual or a single agency, but rather occurs when the entire childcare system is stretched beyond its limits. This type of maltreatment is often related to shortcomings of agencies responsible for the

²²⁹ *Provincial Advocate for Children and Youth Act*, 2007, S.O. 2007, Chapter 9, s. 1.

²³⁰ Eliana Gil (1982), “Institutional abuse of children in out-of-home care”, *Child & Youth Services*, Vol 4 (1-2).

care and well being of children. Prolonged treatment, unnecessary removal from the home, misplacement and misdiagnosis due to inadequate assessment resources all may be viewed as forms of system abuse. Similar to other forms of abuse, the impact of system abuse may be devastating.²³¹

A recurring theme throughout this report has been the ill health of many of Toronto's schools, as marked by high suspension and expulsion rates, poor attendance, low academic performance, disengagement and violence. Guns are in some schools in alarming numbers. Sexual assault and sexual harassment are endemic. By failing to approach school safety through the lens of equity, the TDSB has allowed a layer of marginalized youth to fall through the cracks. This failure takes its most extreme form in the plight of the students at Westview and at the First Nations School of Toronto, but the harmful effects are not limited to these schools. The impact on the entire school community is devastating. The failure of the education system to address the needs of its most vulnerable youth is nothing short of system abuse.

The Panel sees a role for the Provincial Advocate for Children and Youth in intervening to ensure that the needs of vulnerable students are met, their rights are protected and their voices are heard at the highest levels of power in the province. The Provincial Advocate has the power to conduct a "systemic review", which involves providing advocacy to a group of children or youth; and to review facilities, systems, agencies or service providers.²³² The plight of the children at the First Nations School of Toronto and the youth at Westview falls squarely into the core of the Provincial Advocate's mandate. Although the Provincial Advocate takes the position that she has the statutory power to conduct such reviews at Westview and the First Nations School of Toronto, an explicit expansion of the Advocate's role in the education sector would be beneficial.

Recommendation 119: The Provincial Advocate for Children and Youth should conduct a "systemic review" (as defined in the Provincial Advocate for Children and Youth Act, 2007) of the First Nations School of Toronto, to provide an independent voice for its students, to elevate their voice and to provide a vehicle for concerns to be brought forward to the Legislature of Ontario. This systemic review should be done in collaboration with Aboriginal community-based agencies providing programs for Aboriginal students and youth.

²³¹ D.A. Wolfe, P.G. Jaffe, J. J. Jette & S.E. Poisson. *Child Abuse in Community Institutions and Organizations: Improving Public and Professional Understanding* (Ottawa: Law Commission of Canada), at page 3.

²³² *Provincial Advocate for Children and Youth Act, 2007*, S.O. 2007, Chapter 9, s. 1.

Recommendation 120: The Provincial Advocate for Children and Youth should conduct a “systemic review” (as defined in the Provincial Advocate for Children and Youth Act, 2007) of Westview Centennial Secondary School, to provide an independent voice for Westview students, to elevate their voice and to provide a vehicle for concerns to be brought forward to the Legislature of Ontario. This systemic review should be done in collaboration with community-based agencies providing programs to students and youth in the neighbourhood surrounding the school.

Recommendation 121: The Provincial Advocate for Children and Youth and the Implementation Task Force should work together to propose regulatory changes to the Provincial Advocate for Children and Youth Act, 2007 that would extend advocacy services to the education sector, for children and youth who already have a right of access to advocacy services pursuant to paragraphs for 15 (a) – (e) of the Provincial Advocate for Children and Youth Act, 2007.

Article 12 of the U.N. Convention on the Rights of the Child emphasizes the right of children to express their views about issues that affect them and to be given the opportunity to be heard. Article 12 states:

1. States Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child.
2. For this purpose, the child shall in particular be provided the opportunity to be heard in any judicial and administrative proceedings affecting the child, either directly, or through a representative or an appropriate body, in a manner consistent with the procedural rules of national law.

The voices of children and youth are too often ignored, at enormous cost. The Panel was struck throughout its consultations with young people (who admittedly were not as fulsome as they ought to have been) by the intelligence and insight that young people have to offer about the educational system. It is essential that processes and solutions to school safety and equity involve a genuine partnership and respect for children and youth.

Recommendation 122: Schools boards, legislators and educators need to develop mechanisms to enhance and encourage meaningful participation of children and youth in the creation and maintenance of a safe school environment and to elevate the voice of children and youth in the school in accordance with Article 12 of the U.N. Convention on the Rights of the Child.

If there was one concern that united virtually all of the consultations of the past six months, it was the concern that the Panel would produce yet another report that would sit on a shelf gathering dust. This cynicism is understandable. There have been many studies, reports and recommendations made over the past decades, all making similar findings and similar suggestions, yet nothing seems to change.

With the publication of this Report, the pressure to create change and respond to what is without question a crisis for the most vulnerable young people in our schools will fall to communities. The Panel's recommendations are not binding and there are no mechanisms in place to monitor their implementation.

The former Chief Advocate and the current Provincial Advocate can play a significant role in monitoring the extent to which the TDSB and other educational players take up the challenge posed by the Panel's recommendations. Most importantly, they can ensure that children and youth are part of that process. It is the Panel's hope that by ensuring oversight by advocates, community leaders and young people, sufficient pressure can be brought to bear to ensure that real change can begin to take place.

Recommendation 123: The Ontario Minister of Education should strike an independent Implementation Task Force to respond to the recommendations of this report, to oversee their implementation and to, where appropriate, apply the principles and recommendations Province-wide. The implementation group will report quarterly to the Minister of Education. The independent Task Force shall be comprised of the following membership:

- (a) Chair: Professor Judith Finlay;***
- (b) Member: Current Provincial Advocate for Children and Youth, Agnes Samler;***
- (c) The remaining membership to reflect a broad section of respected community members and youth academics.***

3.10: The Need for a Coordinating Body

It is not lost on the Panel that issues of school safety go beyond the jurisdiction of the TDSB and beyond the capacity of the TDSB to resolve on its own. Addressing issues of school safety will require a coordinated effort amongst the three levels of government and the various government, private and voluntary sector agencies that provide resources or services to marginalized youth and communities.

The consultations revealed a strong perception that there is a lack of coordination in this regard and that this failure has compromised the delivery of services to marginalized youth and communities and ultimately the safety of our schools. This perception is held not only by community members frustrated by the lack of action by government but by many individuals within government.

In recent years, there have been laudable City of Toronto led initiatives aimed at fulfilling this much needed coordination function with a specific focus on community development in marginalized communities. In 2004, Mayor David Miller established the Mayor's Advisory Panel on Community Safety which included representatives from the Federal and Provincial levels of government (including cabinet level representatives), the City of Toronto, the Toronto Police Service, community and youth, as well as private and not-for-profit organizations. The Mayor's Advisory Panel developed a Community Safety Plan, a comprehensive strategic plan aimed at improving public safety and building on existing strengths in Toronto's communities. The Community Safety Plan is comprised of four pillars:

1. Strong Neighbourhoods Strategy: 13 priority neighbourhoods were identified for focused investment to strengthen neighbourhood supports. Supports to these neighbourhoods were to be delivered through partnerships among the three levels of government, police, community groups and residents.
2. Crisis Response: coordinated program of City services to help communities and neighbourhoods to deal with traumatic incidents.
3. Youth Opportunities: Youth employment, education, training and mentorship, and engagement opportunities through partnerships with the three levels of government, the community and the private sector.
4. Youth Justice: intervention programs to engage youth who are in conflict with the law.

The City of Toronto has developed an infrastructure of "on the ground" human resources to implement the Community Safety Plan including Neighbourhood Action Teams for each of the 13 priority neighbourhoods. The Mayor has also created a Community Safety Secretariat to support the implementation of the Plan. It is the municipal government, by its nature, that necessarily must play a central role in any exercise in localized community development.

There have been a number of problems associated with the Community Safety Plan as a means of providing a much needed coordination function. The City on its own simply lacks the necessary resources to fully implement the Community Safety Plan and therefore must rely on partnerships with the provincial and federal levels of government. There has been an unfortunate level of ambivalence on the part of these levels of government to fully commit to this City-led coordinated approach.

While the Mayor's Advisory Panel enjoyed broad participation from all of the relevant levels of government, public and private institutions and community representatives in the consultation and planning stage, that same level of coordination has not carried through in the implementation phase. In particular, the Federal and Provincial levels of government have been reluctant to commit the necessary financial resources (which they alone can command) to this City-led initiative. In fact, the Province, after participating

for two years in the Mayor's Advisory Panel, chose to implement its Youth Challenge Fund through the United Way of Greater Toronto.

Mayor Miller told the Panel that the Province's failure to work through the City's already-established process led to duplication and delays in the allotted resources actually reaching the marginalized youth and communities on the ground. In particular, the Province had to create a new infrastructure, including 31 new outreach workers, to deliver its resources through the Youth Challenge Fund. This was at a time when the City already had an infrastructure on the ground to deliver these resources to the priority communities. In fairness, Mayor Miller did express some optimism as to the prospects for better cooperation in the future.

There has also been some criticism of the efficacy of the Community Safety Secretariat. Some within government have referred disparagingly to the Secretariat as "a desk", without any real power or resources. Councillor Joe Mihevic, who chairs the Community Development and Recreation Committee of Toronto City Council, candidly acknowledged that his Committee had very little interaction with the Secretariat, despite the fact that there is substantial overlap between their respective responsibilities. Councillor Mihevic shared the perception that the Secretariat was "one person and a desk, functionally".

The Interdivisional Committee on Integrated Responses to Priority Neighbourhoods is another City-led effort at the delivery of resources to marginalized youth and communities. Meeting once every two months, it also has a broad level of representation from all levels of government and a myriad of City of Toronto departments. The list of participants on the Interdivisional Committee is impressive: Children's Services; the City Manager; City Planning; Human Resources; EMS; the Mayor's Office; Municipal Licensing and Standards; Parks, Forestry and Recreation; Shelter, Support and Housing Administration and Social Services; Strategic Communications; the Toronto Catholic District School Board; the TDSB; Toronto Community Housing; Toronto Police Services; Toronto Public Health; Toronto Public Library; Transportation Services; Service Canada; and the Ministry of Children and Youth Services (Ontario).

The Interdivisional Committee process shares the weaknesses of the Community Safety Plan process; there is a lack of full participation from the levels of government who have the resources to tackle the problems of marginalized youth. Mayor Miller told the Panel that, while there are Provincial and Federal government representatives on the Interdivisional Committee, they are present in an observer role only.

The Panel sees little merit in any body that lacks access to the resources necessary to carry out whatever plans or strategies are developed by such a body. Coordination and planning without resources are not only ineffective, they hold out the false hope that governments are making significant progress toward addressing the conditions of marginalized youth and communities.

The Panel encountered a significant degree of cynicism about the true commitment of our governments and institutions to address the needs of marginalized communities. The communities are, to put it bluntly, fed up with being studied, consulted and reported on by commissions, task forces and panels. This Panel understands and agrees with this sentiment. There is no lack of understanding about what needs to be done; there have been enough reports and commissions to tell us this. What is required is real political will, backed up by real resources.

The Panel recognizes that the commitment of resources must be directed in a coordinated fashion and that all levels of government and a myriad of institutions must necessarily be involved. The Panel is of the view that some form of body is essential, based on the model of the Interdivisional Committee, but that those with the resources must be full participants in the process. This would include not just the development of a strategic plan, but also in the implementation phase. Accordingly, the Panel makes the following recommendations:

Recommendation 124: The Panel recommends that an effective inter-agency body, including representatives from the TDSB and other school boards, the City of Toronto, the Toronto Police Service, the United Way of Greater Toronto, Toronto Community Housing Corporation and the Province of Ontario, be instituted to coordinate the institutional response to marginalized youth and communities. The representatives to the inter-agency body should be the institutional heads or their designates, to ensure that it is invested with full decision-making authority for member agencies. The inter-agency body would have line authority to make decisions binding on its member agencies. The Panel recognizes that the Interdivisional Committee on Integrated Responses to Priority Neighbourhoods was intended to satisfy a coordination function. The Panel recommends that this Committee be re-invented, such that the membership is streamlined and its powers to allocate resources enhanced.

Recommendation 125: The inter-agency body develop a Strategic Plan, along with measurable goals, accountabilities and timetables. The Panel is of the view that this Plan can be developed through a review of existing reports, studies and past consultation processes, as opposed to a fresh round of community consultations. If additional public consultations are considered advisable, the Panel urges that any such consultation not delay immediate and necessary action.

3.11: Vision of Hope

3.11.01 Brookview Middle School

Students in the hallways and not in classrooms learning. Demoralized teachers and support staff. Dirty school corridors. Garbage strewn inside and outside the building. Little pride of place. The highest rate of elementary school suspensions in the TDSB. These were the phrases to describe the conditions that greeted the new Brookview Middle School staff as the 2006-2007 school year opened.

And then, within this same school year, a major turnaround began. Suspensions dropped from a high of 190 in 2005-2006 to 26 a year later (2006-2007). These figures represent an 86% drop in suspensions between two school years. This positive momentum has continued into the current school year as Principal Karl Subban and the staff work toward a renewed vision of what Brookview Middle School and the students can achieve. What accounts for this amazing change in school health?

The Brookview Way

“All students can learn.” is a frequently-spoken and often-seen slogan at Brookview Middle School. Part of this ethos of success is the active engagement of students in academics, in sports, in the arts and in extra-curricular clubs. However, the encouragement and commitment of Principal Karl Subban and all staff are essential to bringing this grade six, seven and eight school of 650 early adolescents to this threshold of learning and then stepping over the threshold to the achievement of each student’s potential.

This is a complex undertaking which involves creative teaching, a core list of values and learning “The Brookview Way”. There is a scroll in the cafeteria which captures key problem-solving strategies governing the interaction of students and staff at the school.

- No hitting.
- Don’t yell or raise your voice.
- Look for a compromise.
- No name-calling or insults.
- Listen to the other person.
- Don’t let your emotions take control.
- Try to understand how the other person is feeling.
- Tell the other person what’s bothering you but do it nicely.

Principal Karl Subban is continuously in the halls and in the classrooms, encouraging students and supporting teachers and staff in “The Brookview Way”. In his consultation with the panel, he passionately stated to us that he is “here for the long haul”. “This is the most fulfillment I’ve ever had!” He greets students and staff as they pass or stops to inquire after or praise someone for a job well done. This kind of respectful role model in a caring adult results in students who greet each other, their teachers, support staff and visitors to the school, like the Panel, with a friendly smile or a shy look but always with recognition one to the other.

Principal Karl Subban is also visible in the neighbourhood: visiting the restaurants, stopping at the bus shelters and talking with people in the community whom he meets. His exuberance is contagious as he comments on the vision for Brookview, “We’re rebuilding the school not with bricks and mortar but with spirit.”

Best Practices

Let’s look at some specific examples of programs to support students and staff in achieving the best that they can be. There’s a breakfast program which supports the principle of the kind and caring school. In winter, students are invited in out of the weather to enjoy the fresh food prepared by volunteers and staff.

Off to a hearty start daily before coming to class, students are further prepared for learning with the fall two-week Training Camp held at the opening of the school year. Stress is placed on organization, use of the student planner to meet deadlines and how to move through the school from class to class or floor to floor. Routines are practised and expectations reviewed for having an orderly school and a vibrant learning environment.

Displays, photographs and paintings abound capturing pride in the African-Canadian experience. The majority of students attending Brookview Middle School are of African-Canadian heritage. African-Canadian leaders and African-Canadian history and culture are showcased from the life-size portrait of Lincoln Alexander to the steel drums for the music program. Alongside these examples of the contributions of African-Canadians to Canadian history and culture, beautiful student art work extols the virtues of:

- Responsibility
- Integrity
- Courage
- Diligence
- Honesty
- Commitment

in looking toward the future. This is the school’s “Road to Success”.

Unique programs help foster basic skill development and excitement in learning both during the school day and after school. Drop Everything and Read (DEAR) promotes literacy as all students and staff take up a book and read at the same time. “You can hear a pin drop.” when the school is engaged regularly in this literacy initiative. A Homework Club and a Science Club are regular after-school learning opportunities. Wouldn’t you love to try Chess in the mathematics program, an offering at Brookview Middle School.

Principal Karl Subban is the leader in reinforcing pride and respect in oneself through building pride of place. He can be found cleaning graffiti off the wall with the spritz bottle of cleaner and accompanying clothe. He picks up garbage wherever he sees it and invites students to do the same after setting the example. You can hear his warm and kind voice ask a student, “Can you pick up that paper for Mr. Subban, please.” Where there might have been food fights in the past, to-day there is respect and care for the building.

Where there was graffiti before, plants have been placed throughout the school tended by caring students. Vandalism has been stopped. Graduates of Brookview Middle School are showcased on the “Follow Your Dream” Board highlighting their professional success as nurses, teachers or firefighters. The entry hall to the gymnasium where the Brookview Bulldogs play is a gallery to celebrate the top male and female athletes and teams.

Principal Subban has a special arrangement with the eatery across the street from the school where many students have lunch. The restaurant owner has agreed to stop serving fifteen minutes before it’s time to return to afternoon classes. To once again demonstrate and reinforce expectations, in this case punctuality, he goes out himself to ring a bell inviting students to return to school on time. The partnership between a community businessperson and the school is but one example of many which encourages students to succeed.

Such unique approaches have resulted in the use of suspension as an almost non-existent practice at Brookview Middle School with calls to the police occurring so infrequently that no one can remember the last time this school year that the Toronto Police Service: 31 Division was contacted. In fact, the police stopped in of their own accord late last year to ask what was happening at the school since there had been no emergency calls. Students and staff don’t talk about suspensions any more; rather, they celebrate positive achievements and student successes. Students are in class and resolving conflicts peacefully.

Brookview Values

This achievement in no small way is owed to the positive actions of students and staff as captured on the other scroll in the cafeteria which states the Brookview Values as:

- Respect
- Responsibility
- Organization
- Punctuality
- Kind and Caring
- High Expectations.

These values infuse “The Brookview Way” and are nurtured by some of the best practices shared above from this school of excellence.

Throughout the school, in addition to the beautifully painted scrolls, there are large poster reminders of the Brookview values. As one listens to teachers and staff, their language is sprinkled with these key words in acknowledging and complimenting students on how respectful they have been to a classmate or what excellent organization they showed in their homework. Visual, oral and auditory references to the Brookview values suffuse interactions daily thereby building a solid foundation for the future success of each student.

Welcome Outcomes

As Karl Subban proudly acknowledged to the panel, “Teachers can now teach and the boys and girls can now learn.” Staff re-affirmed this proud claim in their consultation with the panel. “We are addressing safety by being a kind and caring school. There is less anger and less confrontation.” Staff commented how constant turnover of quality leadership can have a negative impact on a school. As a result, many teachers expressed to the Panel their desire to keep Mr. Subban at Brookview so that his leadership could continue to benefit the school community.

Recommendations 126: The Panel recommends that principals who accept positions at schools in priority communities (municipally defined) do so on the basis that the position involves, at minimum, a five year commitment to remain in the position. Such commitment is subject to the ongoing discretion of the Board on the appropriateness of the administrator’s assignment.

To the students, staff and Principal Karl Subban of Brookview Middle School, a heartfelt congratulations for being an exceptionally successful school in which students learn and grow. The Brookview family is proof positive that fundamental change can happen and all it takes is to learn the fundamental lesson that Principal Subban teaches through action: **“Be kind and caring”**.

3.11.02 *Breaking the Cycle*

Another reason to be hopeful stems from the Panel’s interactions with the youth and staff at the “Breaking the Cycle Program,” a program developed and run by the Canadian Training Institute. The program is open to young people between the ages of 15 and 24 who are or who have been at risk of becoming members of an identified youth gang, and who are not currently employed or in school.

Phase One of the program begins with a two-week training program, followed by a one-week one-to-one case management process. The participants have the opportunity to be linked to meaningful educational and job training opportunities; provided with support in relationships with peers, employers and parents; assisted in resolving conflict non-violently; and supported in securing a placement in an internship program

During Phase Two, youth receive a 25-week “Employment Readiness and Leadership Preparation Program” during which they receive Leadership Training, an educational assessment, and receive certification in First Aid, CPR, Conflict Resolution and Mediation. In both phases, the participants are paid a training salary.

The Panel was privileged to have had the opportunity to meet with a number of young people involved in the program, as well as two key individuals who run the program, John Sawdon and Jabari Lindsay. Participants in this program include youth who, in their own words, have been “kicked out” of school. They spoke eloquently of their experiences of marginalization and exclusion in the education system.

Prior to coming to Breaking the Cycle, many of the youth had been told by educators that they were “going to fail”. They felt that in many cases they had been “set-up for failure” by an education system that “bored” them, “labelled” them, and suspended them for petty reasons. One young man said of his high school, “all that school does is degrade you.” Overwhelmingly, they felt that their teachers did not care about them and expected them to fail academically. Most of them had been transferred from more than one school. They viewed school transfers as an indication that the school system was giving up on them. They described experiences of multiple, involuntary school transfers to increasingly low-quality schools, in a process that they saw as an intentional encouragement to leave school permanently: “If no one cares for me, why should I care for myself?”

The young people described a significant difference in their experiences at Breaking the Cycle, where staff gave them respect, and where they learned not only practical skills but also gained self-awareness, self-esteem and renewed hope. The program and the staff helped them to develop the skills they need to play a positive leadership role in the community. These young people, who are desperate for alternatives, felt validated and valued by “people who care”. It is this caring approach that made a difference and kept them coming back. Many of the youth told the Panel that the key to building trust in the program was through the case management program. They would not have felt comfortable with counselling without having built up trust first. The key to the program’s success has been its small group setting and the one-on-one supports it provides.

There are many important lessons and models to be learned from Breaking the Cycle, the most important of which is that we cannot give up on any student. All students want the opportunity to learn and make a difference in their lives. With the right interventions and supports, all students can do so. The key, however, in the words of one Breaking the Cycle graduate is to “stop excluding and start including.”

3.11.03 Support Program for Expelled Students - Randolph Site

The Panel was also inspired by their visit to the Support Program for Expelled Students (“Support Program”) located at 21 Randolph Avenue (Toronto). On November 29, 2007, the Panel conducted a site visit at the “Randolph school” and met with a focus group of current and former students as well as the teachers, support staff and the supervising principal, Kevin Battaglia. Support Programs are offered to students who are subject to limited expulsions or, in some cases, long term suspensions. The program allows students to continue their education in smaller settings and with significant supports. Support Programs and other similar Alternative Schools are aimed at engaging

students and providing them with the supports necessary to ensure that they do not entirely drop out of the education system.

It was at the Randolph site that the Panel had a first hand view of how students can succeed when they are encouraged to believe in themselves and they are afforded the opportunity to succeed. The school currently has the capacity to accommodate sixteen students, a significantly smaller class size than a typical high school classroom. The class has two teachers (Monika Rzeznizek and Deborah Hamilton) who specialize in Mathematics, Science, English and Social Studies. In addition to teachers, the Randolph site also has an Educational Assistant (Ira Rabinovitch) and a Child and Youth Worker/Counselor (Omaida Ali).

The faculty describe themselves as a “team”. In the Panel’s view, they, along with Principal Kevin Battaglia, represent what is missing in the TDSB conventional school system – a complete and integrated approach to student support and learning.

At Randolph, the Child and Youth Worker/Counselor plays an essential role in ensuring that students are properly supported. Ms Ali provides emotional support to the students as well as assisting them in developing their social skills. The teachers speak of the importance of Omaida’s role as best understood by the anxiety they feel in trying to help the students on a day when Omaida happens to be absent (due to illness etc). “She is indispensable”. Ms Omaida organizes student workshops that address social issues, emotional issues, health issues, safety issues and personal growth. Ms Ali also assists students and their families with the court system. In addition to receiving help in their academic studies, the Support Programs offers nutritional breakfast and lunch services for the students. The meals are prepared by the students who are taught proper nutrition and diet from school staff.

During the Panel’s consultations with current and former students, the Panel heard that the Randolph School offered them everything that was missing from the traditional educational settings. Student and teachers explained to the Panel that the students “buy into” the program and respect the school rules, including removing all gang colours and bandanas at the door of the school. What is noteworthy is how the rules (such as gang paraphernalia) are enforced. Teacher Monika Rzeznizek explains: “It is about making them feel safe enough to make the right choices. You can’t force these issues; they have to believe that the environment doesn’t necessitate [the colors or the weapons]. Once they trust their surroundings, they leave it at the door”.

The Panel was impressed by the success of the Randolph site. The school provides an excellent formula for success in addressing the needs of marginalized students – small class sizes, small teacher/student ratios and substantial educational/emotional supports for students. What is clear is that this formula can be successful for students clinging to the edges of the educational system - bringing them back within the fold. Why then is this formula not used before students find themselves on the way out of the educational system? Surely students should not have to “reach the brink” (or indeed be over the edge) before they are given the supports and educational environment they require.

The system is purely reactive in nature. Help in its purest form seems only to exist when the situation is “critical”. The Panel believes that the TDSB must apply the formula of success used at the Randolph site to engage students before they get to the point that they are expelled or suspended. The Randolph site confirms that complex-needs youths can succeed if they are provided an educational plan that includes appropriate support services. There is no justifiable reason why these supports services cannot be provided by the TDSB at conventional schools. The TDSB must act to ensure student success. The Randolph program demonstrates that there is no lack of best practices.

Perhaps the greatest irony lies in the significant number of students who, according to teaching staff, resist returning to the conventional school system once they have participated in the Randolph Program. The rules do not permit students to stay beyond the set time of their program. While it is certainly an encouraging sign that Randolph is capable of creating the kind of nurturing environment needed to re-engage these youth, it is a sad comment on the conventional system that it is regarded as incapable of being a “safe haven” for our most marginalized youth.

A final note on the Support Program for Expelled Students: The acronym commonly used to describe the type of program is S.P.E.S. site. It is the Panel’s respectful view that this acronym should be reconsidered. The term “SPES Site or SPES School” carries a negative connotation and should be abandoned in favour of terminology more respectful of the important efforts made by staff and students in these programs.

3.11.04 “Promoting Economic Action and Community Health” (PEACH)

“Promoting Economic Action and Community Health” (“PEACH”) is a grassroots, non-profit community agency that offers services to young people and their families in the Jane Finch community. PEACH offers youth the academic, social and economic tools to stay in school, gain employment and make positive life choices. According to a recent PEACH newsletter, “PEACH has always been concerned about ‘youth at the edges’ ... youth who fall through the net of educational possibilities.”²³³ P.E.A.C.H. continuously asks the question, “How can we in the Jane Finch community begin to talk about a network of learning opportunities for youth who are not thriving in school?”²³⁴

PEACH has been at the forefront in developing programs for at-risk students who have been suspended from school. PEACH’s “Suspended and Studying” day program provides suspended students with academic support to complete their school assignments as well as programs designed to assist youth in developing life skills.²³⁵ Program staff also provide support for re-entry to school, and foster continuing relationships with parents through PEACH’s parents group. Former “Suspended and Studying” students are invited to participate in a homework club.

²³³ From the P.E.A.C.H. “One Minute Newsletter”, Autumn, 2007.

²³⁴ From the P.E.A.C.H. “One Minute Newsletter”, Autumn, 2007.

²³⁵ The “Suspended and Studying” program is supported by the United Way and the TDSB.

PEACH has recently entered into a formal partnership with the TDSB and has been designated an “Alternative to Suspension” (“A2S”) site. An “Enhanced Suspended and Studying” Program is facilitated by a TDSB teacher with the counselling assistance of a Child and Youth Counsellor. Students learn during lunchtime food preparation and are eligible to earn a “Food and Nutrition” high school credit. PEACH considers the nutrition aspect of its program to be essential, as “the power of preparing and sharing food with youth is important for health, for life skills, for literacy, for friendship, for caring, for planning, for celebrating.”²³⁶

PEACH also runs a summer “Youth Advocate” program for middle and secondary school students in partnership with the TDSB highlighted by weekly field trips of Toronto, a babysitting certification and a graduation celebration.

PEACH recognizes the importance of providing consistent and long term supports to young people, and thus offers a “Wraparound program” in partnership with Oolagen Community Services. The program employs a facilitator who provides a year-long intervention with individual youth who are experiencing multiple challenges, including failure or violence at school, negative peer relationships, and criminal charges.

The Panel was inspired by the difference that PEACH has made in the lives of many Jane Finch students, and sees PEACH as a model for providing services and hope to young people in other complex needs communities.

3.11.05 Community Contributions

There are numerous other organizations whose contributions clearly demonstrate that they are part of the solution in responding to the needs of marginalized youth in the “Jane-Finch” area and across the city. Their commitment and passion left a mark on Panel members. Time and resources have not permitted full explanation of the countless hours of service and human resources the representatives of these organizations have contributed. The Panel wishes to express its appreciation to the following organizations (in alphabetical order): Aboriginal Legal Services of Toronto; Belka Enrichment Centre; Black Creek Community Health Centre; Big Brothers Big Sisters Canada; Canadian Arab Federation; Canadian Council of Muslim Women; The Caring Village; Chesswood Employment Resources Centre; Coalition of African Canadian Organizations; C.L.A.S.P. (Community & Legal Aid Service Program: Osgoode Hall, York University); Community Development Officers, City of Toronto; Conflict Mediation Services of Downsview; CultureLink; Delta Family Resource Centre; Driftwood Community Centre; Friends in Trouble; Jamaican Canadian Association; “Jane-Finch” Community and Family Centre; “Jane-Finch” Community Legal Services; Justice for Children & Youth; Kenyan Community in Ontario; Metropolitan Action Committee on Violence Against Women and Children; Organization of Parents of Black Children; Pro Bono Law, Ontario; ReAct (Respect in Action); Steering Committee to Implement the Sexual

²³⁶ From the P.E.A.C.H. “One Minute Newsletter”, Autumn, 2007.

Assault Audit (Toronto); San Romanoway Revitalization Association; School Councils of C.W. Jefferys C.I., Westview Centennial S.S. and other schools; South Asian Legal Clinic Ontario; Somali Parents for Education; St. Stephen's Community House; Sergeant Steve Hicks ("Hicksy") and Detective Peter Duncan, Coordinators of the KICKS Program and other community initiatives sponsored by the Toronto Police Service; United Achievers; Youth Association for Academics, Athletics and Character Education; Youth Connect, Griffin Centre; Youth Issues Program, JVS Toronto; Youth Without Shelter; community initiatives of the United Way of Greater Toronto and the Youth Challenge Fund.

CHAPTER 4: BLUEPRINT FOR CHANGE

Throughout its consultation process, the School Community Safety Advisory Panel has experienced a great deal of “report cynicism.” At times this cynicism has bordered on hostility. Students, teachers, parents, community members, school board officials, police officials, union representatives and politicians have all made the following types of comments:

Not another report. What good do these investigations do? What difference do they make?

We don’t need another report. There have already been too many reports. We already know what the problems are. We already know what needs to be done. We just need to take action.

These special investigations are a waste of time and money. Nothing is ever done. Recommendations are never implemented.

Money should be spent on making schools and communities safer, not conducting yet another study. Hundreds of good investigations and reports have already been conducted, but nothing real or significant is ever done about these problems.

These issues have already been studied to death!! Why aren’t the recommendations ever implemented? This Panel is not going to do any good. It won’t make a difference.

Clearly, many community stakeholders have lost all faith in the effectiveness of public inquiries. Nonetheless, the reasoning behind such inquiries is solid. A traumatic event or tragedy first occurs that draws attention to a specific problem or issue. A special body is then formed to research the extent and nature of the problem and develop “evidence-based” policy recommendations. The third stage of the process should, logically, involve the implementation of these recommendations. These recommendations, after all, are based on intense study and independent, expert opinion. Unfortunately, this third, most important stage often never takes place. Reports – along with their recommendations – are frequently left to gather dust on the shelves of policymakers without effecting significant social change. As a result, many people have come to view these special panel investigations as nothing more than public relations exercises. The perception is that, in the wake of tragic events (like the Jordan Manners shooting), governments and/or organizations act quickly to study or investigate the “problem” in order to create the “illusion” that something “real” is being done. In other words, investigative panels serve to buy time for policymakers and actually delay concrete action. Indeed, by the time recommendations are tabled, the crisis that originally led to the panel investigation has often dropped from public consciousness. This delay, therefore, ultimately allows policymakers to ignore recommendations without notice, criticism or accountability.

The purpose of this brief chapter is to identify the barriers or obstacles that often prevent panel recommendations from being translated into policy. Much of the material to be discussed in this section is based on community consultations and a review of the (very limited) academic literature on the topic. Other insights were generated by a special one-day Symposium, organized by the Panel and the Ontario Human Rights Commission, which sought to identify the various reasons recommendations from previous reports have not yet been fully implemented. This Symposium was held on November 21st, 2007 at the Ontario Institute for Studies in Education at the University of Toronto. The symposium was entitled “Breaking the Logjam: A Blueprint for Progress on School Safety.” During this event, Panel members heard opinions and received advice from various politicians, academics, community members and education experts – many of whom were involved in the preparation of previous reports. The primary objective of this conference was to help the Panel develop strategies for ensuring that our own recommendations have a high probability of implementation.

The following pages can be divided into two parts. We first attempt to identify the various obstacles or barriers that sometimes prevent the implementation of report recommendations. We then describe a number of potential strategies for overcoming these barriers and ensuring that the fruits of public inquiries – including the Panel’s own investigation -- are not in vain. The Panel strongly believes that it is only by increasing the implementation of report recommendations that confidence in public inquiries will be restored.

4.01: Barriers to Report Implementation

Below we provide a list of the major barriers to change identified by the Panel. This is by no means an exhaustive list, but it does highlight significant obstacles that were mentioned by a number of different stakeholders. A brief description of each barrier and how it can impede the implementation of recommendations, is provided. The following discussion also makes it clear that many of these barriers are inter-related.

4.01.01: Funding Limitations

Many of the experts we consulted admitted that funding is often a major barrier to report implementation. Recommendations are often expensive. They often call for either the allocation of additional resources – or for the redistribution of existing resources to new program initiatives. Often, if additional resources cannot be located, recommendations languish. Similarly, particular recommendations might be discarded – or implementation delayed – when important institutional players reject the redistribution of existing resources. In sum, successful implementation often involves the acquisition of additional resources or an implementation process that effectively explains and justifies new spending priorities.

4.01.02: Institutional Silos

Many innovative recommendations call for the coordination of activities and the sharing of responsibilities between different organizations or institutions. However, a number of the stakeholders with whom we consulted claimed that many cooperative efforts are resisted. They often referred to the “silo effect.” Individual organizations are often policy islands. They are concerned with securing their own funding, developing their own unique programs and regulations and ensuring their own institutional future. Far from cooperating or activities with other players, individual organizations often *compete* over resources, program mandates and jurisdictional authority. It was interesting to note that many of the institutional leaders we met with, while lamenting the lack of inter-organizational cooperation in dealing with issues of school and community safety, at the same time explained why their own organization should be given more resources and the power to lead future efforts at crime prevention and community development. In sum, unless different organizations, including the three major levels of government, can find a way to work together, some recommendations are doomed to failure.

4.01.03: Institutional Inertia

Change is difficult – especially within large, complex organizations. As Banchoff notes: “One of the core themes of the new institutionalism in political science is the resistance of established institutions to change.”²³⁷ This theme was reiterated by many of the experts we consulted with. For example, at the symposium, Liz Sandals (M.P.P Guelph-Wellington and Parliamentary Assistant to the Minister of Education), identified “institutional inertia” as the primary reason that many previously tabled recommendations had not yet been implemented. It should be noted that the term “institutional inertia” does not necessarily imply aggressive resistance to new policy initiatives. It simply suggests that – unless change is forced, imposed or legislated – institutions will fail to act. Thus, in order to ensure that recommendations are implemented, continued public pressure and accountability is required.

4.01.04: Resistance from Powerful Interest Groups

Recommendations are often designed to change the playing field. As such, they sometimes entail that resources be taken from one group and distributed to another. In order to jump start new initiatives, recommendations can also prevent funding increases for entrenched programs or institutions. At other times, recommendations may call for a change in existing jurisdictions, transform institutional mandates or alter organizational practices. It is not surprising, therefore, that report recommendations are often resisted or rejected by those who benefit from existing power relations. As stated by the United States Agency for International Development:

²³⁷ Banchoff, Thomas (2002), “Institutions, Inertia and European Union Research Policy. *Journal of Common Market Studies* 40 (1): 1-21 at 3.

Policy implementation creates winners and losers. Policies usually involve the imposition of costs on some societal groups as well as advantaging others. This means that policy reforms often become highly politicized. Most often, the winners are those who already benefit from the current state of affairs in the country and who are in a powerful position to defend the status quo and resist change.²³⁸

In sum, powerful interest groups – including professional associations, unions, governmental departments, public institutions and private organizations – often have the resources and organizational capacity (including access to the media) needed to resist policy recommendations that challenge their power or authority. By contrast, disadvantaged and/or disenfranchised groups (who may directly benefit from specific policy recommendations) often do not have the financial resources, political confidence or organization capacity needed to promote their interests. As such, many of the experts we consulted stated that, in the past, many report recommendations have not been implemented because government and organizational leaders did not want to challenge the interests of powerful stakeholders. These same leaders have also known that there are relatively few consequences for ignoring or deflecting the interests of powerless groups who have little voice in political matters.

4.01.05: Resistance to Research

At their core, public inquiries (panels, commissions, inquests, etc.) are research bodies. Their mandate is to conduct research and subsequently formulate recommendations based on their research results. Thus, when report recommendations conflict with the interests of powerful stakeholders, these stakeholders often hire their own “experts” to publicly challenge or discredit the research that these recommendations are based on. As a result, public discourse about policy implementation often devolves into a “debate between academics.” Several of the stakeholders we consulted maintained that debates about the quality or accuracy of research results often leads to policy paralysis. One strategy used by the opponents of specific policy recommendations is to claim that the studies they are based on are old or outdated. Interestingly, it seems that the Panel has already been issued such a challenge. For example, some have argued that the problems identified by the June 2007 student survey at C.W. Jefferys have already been solved. In other words, additional policy implementation is not necessary. Others have argued that research actually causes social problems. This argument is particularly likely to emerge with respect to issues of racism and discrimination. For example, the Panel has heard from several stakeholders that, in their opinion, race-based data collection should be avoided because it draws attention to racial differences and may thus create the impression of discrimination or bias.

²³⁸ USAID. 2001. *Policy Implementation: What USAID Has Learned*. 2001. Washington, DC: Centre for Democracy and Governance at 2.

4.01.06: Inadequate Leadership

Many have commented that report implementation requires strong, courageous leadership. Strong leadership is particularly crucial when report recommendations garner resistance – or lack support -- from powerful interest groups. In the recent past, such leadership has often been lacking. Indeed, many leaders have been “risk adverse.” They are afraid to implement important recommendations because they want to avoid or deflect criticism or political opposition. In other words, it is often seen as easier to delay policy implementation, avoid political confrontation and wait until a report – and its recommendations – have faded.

Strong, courageous leadership is difficult to locate within the modern political and organizational climate. Many leaders are more interested in their immediate career trajectories (the next election, the next promotion, the next performance review) than addressing the long-term needs of disenfranchised populations and promoting positive social change. This is particularly true in the area of community safety and criminal justice. A large number of prestigious research reviews, for example, have determined that crime and violence are more likely to be reduced by intense, well-funded community development initiatives than by increased spending on policing and corrections.²³⁹ Nonetheless, modern politicians are much more likely to increase spending on policing, corrections and other “tough on crime policies” than increase spending on community development. Part of the problem is the political need for immediate results. While the impact of policing initiatives is often immediate (more arrests, dramatic television footage of gang crackdowns, press conferences that show off confiscated drugs and weapons, etc), community development programs sometimes take several years to produce results. Thus, because they are often worried about the next election, politicians may be more attracted to short-term strategies, like increased spending on policing, than strategies that may not bear fruit until their political careers are over. This fact alone highlights the need for courageous leadership.

4.01.07: Leadership Turnover

A number of community members also identified leadership turnover as a major barrier to change. They maintained that, sometimes, report recommendations are not implemented because there has been a major change in power. For example, in 1992, the

²³⁹ Zahn, Margaret, Henry Brownstein and Shelly Jackson. 2004. *Violence: From Theory to Research*. New York, NY: LexisNexis – Anderson Publishing; Waller, Irving. 2006. *Less Law, More Order: The Truth About Reducing Crime*. Westport, Connecticut: Preager; Englander, Elizabeth (2007), *Understanding Violence: Third Edition*. Mahwah, NJ: Lawrence Erlbaum Associates; Chettleburgh, Michael (2007), *Young Thugs: Inside the Dangerous World of Canadian Street Gangs*. Toronto: Harper-Collins; Fergusson, Ross (2007), “Making Sense of the Melting Pot: Multiple Discourses in Youth Justice Policy.” *Youth Justice* 7 (3): 179-194; Sherman, Lawrence, David Farrington, Brandon Welsh and Doris MacKenzie. 2002. *Evidence Based Crime Prevention*. New York, NY: Routledge; Taylor, Ian. 2007. “Discretion and Control in Education: The Teacher as Street-Level Bureaucrat.” *Educational Management Administration and Leadership* 35 (4): 555-572.

Commission on Systemic Racism in the Ontario Criminal Justice System was established by the ruling NDP government. This Commission was co-chaired by Margaret Gittens and David Cole (Commission on Systemic Racism in the Ontario Criminal Justice System 1994).²⁴⁰ The Gittens-Cole Commission was given the mandate to investigate the extent and nature of racial bias against Ontario's black community and make recommendations on how anti-black discrimination could be reduced or eliminated within the province. Two years, and several million dollars later, the Commission produced an extensive report with hundreds of recommendations. There is a consensus that very few of these recommendations have been implemented. Many have argued that this lack of implementation stems from the fact that, shortly after the Commission tabled its report, the Conservative party (under Mike Harris) took power. Allegedly, the Harris government had little interest in implementing policy recommendations from an "NDP" report – especially when they had been elected on a largely "law and order" platform. Clearly, if report recommendations are to be implemented, they must be viewed as non-partisan.

4.01.08: Lack of Follow-up – Limited Monitoring and Evaluation

Public inquires (panels, commissions, inquests, etc.) have a very limited life span. They are first created and given a distinct research mandate. They then conduct research, formulate recommendations and deliver a report. After the delivery of the report they are quickly dissolved. Most often, that is the end of the story. There is no body or organization that examines the impact of the report. There is no independent body that investigates whether the report's recommendations have been implemented. Furthermore, even when recommendations have been implemented, there is no body that evaluates whether implementation has been effective or not. Clearly, this lack of follow-up is a barrier to change. It promotes institutional inertia. If organizations and organizational leaders are not monitored or held accountable for policy implementation, how can we ensure that they will act? If programs are not evaluated, how can we be sure that they are effective and that the public interest is being served? Clearly, after report delivery, if policymakers know that they will be monitored, and are aware that their program initiatives will be evaluated, the likelihood of recommendations being properly implemented will increase.

4.01.09: Public Apathy

The final barrier to policy implementation and meaningful social change is public apathy. Indeed, a number of the community stakeholders that we consulted with identified general public apathy as the most pressing obstacle to reform. Many citizens are only vaguely aware that public inquiries exist in the first place. Fewer still take the time to read final reports or express any kind of interest in the implementation of report

²⁴⁰ Commission on Systemic Racism in the Ontario Criminal Justice System (1994), *Report of the Commission on Systemic Racism in the Ontario Criminal Justice System*. Toronto: Queen's Printer for Ontario.

recommendations. In this kind of environment, the failure of organizations to implement recommendations often flies under the public radar. When the public does not care, policymakers can often become apathetic themselves.

Several experts also recognized that previous report recommendations often target the needs or problems of the poor and disenfranchised. Unfortunately, many citizens do not relate or identify with these problems. They are problems that exist in “other” communities and involve “other” types of people. Some deny responsibility for the plight of others. They claim that people in problem areas should be responsible for their own situations and should not rely on other citizens to assist them. Such views often rise to the surface if recommended policies entail possible tax increases or the redistribution of resources from advantaged to disadvantaged neighbourhoods. Other community members directly link public apathy to racism. They claim that the public often does not care about or support policy recommendations that address the needs of disadvantaged racial minority groups. Some even claim that members of the white majority actually benefit from the relative deprivation of minority citizens. The existence of safety problems in minority communities, they argue, helps white people justify their own privileged position in Canadian society.

Whatever the cause of public apathy, it is clear that it does not promote social or institutional change. As long as the average citizen does not identify community safety problems, and the social conditions that lead to such problems, as their own, change will be slow or, unfortunately, nonexistent.

4.02: Strategies to Promote Change

The Panel scoured the academic literature and consulted with experts from various fields in order to develop a prescription for positive social change. Unfortunately, there are no simple solutions. The political science literature, for example, often documents in exquisite detail how particular bills or policies were eventually translated into legislation. However, the analysis is often historically specific and offers very little with respect to the identification of general, concrete rules for effective policy implementation.²⁴¹ Nonetheless, the Panel has identified a number of general themes or guidelines that could greatly increase the probability that report recommendations are ultimately translated into effective policy.²⁴² These guidelines are described below – often with links to specific Panel recommendations.

²⁴¹ Jensen, Christian. 2007. “Implementing Europe: A Question of Oversight.” *European Union Politics* 8 (4): 451-457.

²⁴² Several of these guidelines or ideas were informed by a publication entitled *Policy Implementation: What USAID has Learned*. This document was produced in 2001 by the Bureau for Global Programs, Field Support and Research, U.S. Agency for International Development.

4.02.01: Legitimization and Advocacy

In order to increase the probability of implementation, a report needs to be first accepted as worthwhile or legitimate. Furthermore, the legitimacy of both research results and recommendations must be effectively communicated to policy members, special interest groups and the general public. Such a task is more easily achieved if a report can identify a well respected “policy champion” or advocate. A policy champion can be defined as an individual, group of individuals or an organization who believes in the report and can take on leadership for subsequent communication and implementation tasks.²⁴³ During her keynote address at the Panel Symposium, Judith Finlay (Professor at Ryerson University and Former Chief Advocate of the Office of Child and Family Service Advocacy) stressed the importance of locating a policy champion. Such a person (or organization) can help build coalitions of support, challenge or confront critics, develop a media strategy and identify important obstacles to implementation.

4.02.02: Constituency Building

Constituency building refers to the steps that policy champions must take to identify and mobilize those that support a report and its recommendations. Constituency building also refers to the development of strategies to confront and deflect criticism.²⁴⁴ Constituency building needs to translate into the commitment, by supporters, to act and ultimately pressure policymakers into report implementation. As stated by USAID: “Constituency building must be pursued throughout reform implementation to assure ongoing support and avoid derailment. Participation is a key element in most constituency building.”²⁴⁵ In order to promote constituency building with respect to the current report, the Panel has recommended that the Ontario Minister of Education should strike an independent Implementation Task Force to respond to the recommendations and oversee their implementation.

4.02.03: Resource Accumulation

Resource accumulation means ensuring that present and future budgets and human resource allocations are sufficient and entrenched enough to support policy implementation requirements.²⁴⁶ Accomplishing this task can involve a variety of

²⁴³ USAID. 2001. *Policy Implementation: What USAID Has Learned*. 2001. Washington, DC: Centre for Democracy and Governance.

²⁴⁴ Victor, Jennifer Nicoll. 2007. “Strategic Lobbying: Demonstrating How Legislative Context Affects Interest Groups Lobbying Tactics.” *American Public Research* 35 (6): 826-845.

²⁴⁵ USAID. 2001. *Policy Implementation: What USAID Has Learned*. 2001. Washington, DC: Centre for Democracy and Governance at p. 2.

²⁴⁶ USAID. 2001. *Policy Implementation: What USAID Has Learned*. 2001. Washington, DC: Centre for Democracy and Governance.

different activities (e.g., lobbying governments, non-governmental organizations and the private sector for resources, negotiating with ministries for budget line item funding, designing new resource allocation systems, or designing novel revenue generating strategies). As discussed above, many report recommendations are never implemented because of funding challenges. Thus, in order to translate report recommendations into reality, the acquisition of adequate financial resources must be a primary objective of both policy champions and policymakers.

4.02.04: Ensuring Inter-Agency Cooperation

As discussed above, institutional silos and competition can often impede effective policy implementation. Thus, changes to basic organizational structures may be required in order to establish objectives and create systems that ensure inter-agency cooperation and coordination. This task may involve the establishment of new organizations, or the revitalization of existing bodies, both formal and informal, that link various entities with a role in policy implementation. The Panel recognizes that at least one organization already exists that might help achieve this goal. The Interdivisional Committee on Integrated Responses to Neighbourhoods was originally created with the very objective of providing a coordination function. The Panel has recommended, therefore, that this Committee be re-invented, such that the membership is streamlined and its powers to allocate resources enhanced.

4.02.05: Monitoring Impact

Considerable effort is required to establish systems that can monitor progress with respect to report implementation and program effectiveness. Effective monitoring systems not only alert decision-makers to implementation problems or snags, but also serve to inform key stakeholders of the intended and unintended impacts of various implementation efforts. In order to fulfill monitoring requirements, the Panel, as discussed above, has recommended that the Ontario Minister of Education first create an independent Implementation Task Force to respond to the report's recommendations and oversee their implementation. Furthermore, the Panel has made numerous recommendations that will further establish a strategic research and monitoring agenda. These recommendations include a call for periodic surveys of both teachers and students on school safety issues. These periodic surveys will not only provide baseline measures of victimization, reporting and other school safety issues, they will ultimately enable longitudinal or trend analysis at the School Board level. The panel also recommends improved record keeping with respect to both school safety incidents and school disciplinary actions (including suspensions, expulsions and safe school transfers). Finally, the Panel recommends independent, high quality evaluations of specific program initiatives. Evaluation protocols will help policymakers identify initiatives that are working and should be continued, programs that are not working and should be discarded and programs that have the potential to work but require further resources or development. Evaluation will ultimately assist in the creation of a healthy school environment for all children.

4.02.06: Reward Effective Leadership

Policymakers and institutional leaders must be recognized and rewarded for implementing report recommendations. Leaders must also be given the institutional support needed to implement innovative ideas and weather criticism from interest groups who oppose report recommendations. It is the opinion of the Panel that the current Director of the TDSB should already be recognized for having the courage to call for an independent investigation into school safety in the first place. We believe that this decision has enabled the issue of school safety to be viewed with “fresh eyes” and an objective spirit. We also believe that this objectivity is reflected in the report’s final policy recommendations. We sincerely hope, therefore, that the TDSB, along with other implicated agencies and institutions, has the courage to implement and evaluate these policy initiatives.

4.02.07: Create a Culture of Caring

As discussed above, public apathy, institutional inertia and resistance from vested interest groups can all impede or derail the implementation of important report recommendations. It is clear that meaningful, positive social change cannot be truly imposed, therefore, without creating an overarching culture of care. Nothing short of a philosophical revolution is needed to “shake-up” the system. A culture of care involves the development of systemic empathy for the disadvantaged and disenfranchised, the acceptance of historical inequalities and oppression (including racism) as factors in the creation of current social problems and public acknowledgement that these problems are not isolated within marginalized communities or neighbourhoods. Problems with community disadvantage, racism, inequality and safety must be recognized as everyone’s problem, everyone’s responsibility. How we deal with such problems is a reflection of who we are as a people. It is the responsibility of all leaders – including politicians, educators, the media, faith leaders and community advocates – to spread this message. It is all of our responsibility to hear this message and be transformed.

In many ways Toronto, as the rest of Canada, is at a crossroads. A recent report by the United Way of Greater Toronto, for example, clearly documents that economic polarization is spreading.²⁴⁷ We are increasingly becoming a society of the haves and the have-nots. If we do not stop or reverse this trend, if we don’t reinforce our traditional social welfare values, if we don’t all start to care about the disadvantaged among us, we may be doomed to the types of violence issues that we typically associate with our neighbour to the south. Thankfully, we have not reached U.S levels of crime and disorder yet. But the warning has been sounded.

²⁴⁷ MacDonnell, Susan, April Lim and Diane Dyson. 2007. *Losing Ground: The Persistent Growth of Family Poverty in Canada’s Largest City*. Toronto: United Way of Greater Toronto.

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CHAPTER 5: CONCLUSION

There is a community-wide crisis of confidence in the ability of the TDSB to ensure violence-free and weapons-free environments in all of its schools. The Panel shares this concern. A combination of direct consultations with education personnel and community agencies, anonymous surveying of staff and students, research in respect of TDSB incident records for the last 24 months lead the Panel to the conclusion that there are guns in select schools across the city in non-trivial numbers. The Panel has also found that sexual assault and sexual harassment are prevalent in TDSB schools.

As detailed in the body of this Report, the anonymous surveys at Westview Centennial indicated that 23% of students reported that they know someone who had brought a gun to school in the past two years. 22.5% reported that they have seen a gun in the past two years. 6.1% reported that they knew four or more people who brought guns to school in the past two years. Neither the TDSB nor the police are in a position to effectively track the numbers of weapons going in and out of schools. The youth carrying guns exhibit sufficient “street smarts” to, in the vast majority of cases, avoid detection. Generally, students do not “snitch” on other students. By way of example, in the case of Westview Centennial, the police recorded only one gun incident in the last two years whereas anonymous student surveys reflect a very different picture. Administrators have also acknowledged the difficulties inherent in identifying the weapons in the schools.

A Table of Violent Incidents for the last two years (Appendix “D”) in respect of schools outside of Northwest 2 (Northwest 2 includes “Jane-Finch” area schools) bear out that the prevalence of weapons and violence in schools is a city-wide reality. The numbers drawn from non-mandatory forms of reporting (collected by the TDSB) reflect 54 gun incidents (actual/replicas/pellet/reports of a gun) and 31 sexual assaults on school property over the last two years. These numbers are likely understated in view of the lack of coordinated and mandatory safety tracking by the TDSB.

While the Panel is of the view that anonymous student surveys can be indispensable as part of a larger strategy for assessing student safety at TDSB schools, the gathering of statistics should not become an end in itself. From the point of view of schools safety, **one gun in schools is one gun too many.**

The safety concerns that have been documented in this Report did not develop “in one day” and they will not be solved “in one day”. There are simply no quick fixes. Conditions must be created whereby youth feel sufficiently safe that they can exercise the choice not to arm themselves.

The Panel approaches the question of safety in schools from a holistic point of view that recognizes that the issue of safety is inextricably tied into the health of the school environment. Put another way, if a healthy learning environment is achieved, the schools will be safe. The issue of safety in schools is best understood against the greater context of societal decline in how we as communities provide for our most marginalized populations. While the TDSB did not create poverty, racism, sexism or classism, it has

the power and opportunity to shelter youth from its harshest effects. The post-amalgamation climate has been characterized by increasing safety concerns as the current TDSB has failed in its attempts to address the fundamental needs of youth who come to school unable to learn because of their challenging lives outside of school.

Understanding how safety issues in TDSB schools have evolved is best accomplished by understanding the history of the efforts of TDSB to manage its most complex-needs youth. A combination of the TDSB's own cultural limitations and historically gross under-funding has rendered the TDSB unable to effectively address the needs of a growing population of disengaged and complex-needs youth who now represent an increasing safety concern. The deteriorating relationship between the schools, students, parents and communities has contributed to concerns about safety.

Government policy from the mid 1990's into amalgamation emphasized cost-saving measures intended to dismantle key support structures for marginalized communities. The end result was a mammoth school board operating on a fraction of the funding it needed but continuing to struggle with a growing population of unassisted complex-needs youth. A key strategy incorporated into the *Safe Schools Act* (2000) was to manage this vulnerable population through strict discipline that resulted in suspensions "in droves". Safety was emphasized without regard to equity. To many, the Safe Schools culture meant and continues to mean the polar opposite of safety; "Safe Schools" means oppression and discipline void of equity.

The Panel finds that the "Safe School" moniker has no place in a society that recognizes that safety can only be accomplished in partnership with equity. While recognizing that there are those employed at the Safe and Caring Schools Department of the TDSB who do care, as long as the "Safe School" culture continues to exist in name, their efforts will be unsuccessful. The Panel finds that a total dismantling of the "Safe Schools" culture is imperative and that a new vision should replace it which recognizes the concept of safety through the lens of equity. Dismantling the "Safe Schools" culture includes eradicating the one "size fits all" mentality that accompanied the "Safe School" culture. A shift in culture is required so as to ensure that there is a board wide understanding that the education system must address the different needs and experiences of its student population. A culture shift of this magnitude is daunting but necessary to ensure the success of all students.

Even with the changes proposed in this Report, unaided and unmonitored, the TDSB has neither the cultural nor the financial wherewithal to restore safety and equity in its most vulnerable schools. These inabilities do not flow from a general lack of caring as educators amongst TDSB staff and Trustees; on the contrary, their concern and passion for youth is impressive. However, the TDSB education culture has created such formidable barriers to progress, that many of the most well-meaning of educators are rendered powerless to institute real and sustainable change. Accordingly, the Panel finds that the Ministry of Education ought to create a specific portfolio entitled the Provincial Safety and Equity Officer to provide support and oversight on issues of school safety. Furthermore, the Panel is of the view that it is imperative that the Provincial Advocate for

Children and Youth conduct systemic reviews to protect and advocate for youth at Westview Centennial Secondary School and at the First Nations School of Toronto.

In the end, restoring health system-wide to TDSB schools is not an exercise to be dominated by metal detectors and other security/enforcement measures that consume sparse resources and do little to nurture, re-engage and finally teach our marginalized youth. The Panel prescribes a journey that is different – the road to health is about making Principal Subban’s prescription to be “Kind and Caring” a credo for the entire TDSB to live and teach by.

CHAPTER 6: RECOMMENDATIONS

2.11 Ontario Human Rights Commission Settlement with the TDSB and the Province

To the TDSB:

1. The Toronto District School Board should report yearly to the Provincial School Safety and Equity Officer on the progress they have made in implementing their settlement with the Ontario Human Rights Commission. *(page 30)*

3.05.03 Responding to Incidents of Gender-Based Violence in Schools

To the TDSB:

2. The Toronto District School Board should develop a “Sexual Assault and Gender-Based Violence” policy. Interventions and approaches should be developed to respond to sexual assault and other forms of gender-based violence, with a view to ensuring that the equality rights of girls and young women to a safe learning environment are protected. The policy should be developed in consultation with the community and organizations that work to combat gender-based violence. The policy should detail definitions, penalties, reporting procedures, resources and an annual review of how the policy is being applied in practice. All Toronto District School Board employees who work with students should have regular training on the policy and the Board should ensure that sufficient resources are allocated to implement the policy.

In order to encourage victims of sexual assault to come forward and to protect the school community, the “Sexual Assault and Gender- Based Violence” Policy should state that, with respect to students who are age 16 or over:

- a. The decision concerning whether to report the sexual assault to the police should be made by the student.
- b. The decision concerning whether to notify the student’s parent/guardian of the sexual assault shall be made by the student.
- c. The Chief Social Worker shall mobilize appropriate supports for the student as soon as the incident is brought to the attention of school authorities. Supports may be both TDSB supports and/or community supports, and should be provided to assist the student to make their decision concerning reporting sexual assaults to the police and/or parent/guardian. The appropriate supports should be present when the

- d. Where the student chooses to inform their parent/guardian, the Chief Social Worker should ensure that family counselling services are made available to the victim and his or her family during and after the disclosure.

Where the victim of a sexual assault is under the age of 16:

- a. The principal and/or designate, in consultation with the Chief Social Worker (or other supports) shall report the sexual assault to police.
- b. The principal and/or designate, and Chief Social Worker, in consultation with the student and appropriate supports, shall decide whether the parent/guardian should be notified of the sexual assault. There should be a presumption that the parent/guardian will be notified, except in exceptional circumstances.
- c. The Chief Social Worker shall mobilize appropriate supports for the student as soon as the incident is brought to the attention of school authorities. Supports may be both TDSB supports and/or community supports, and should be available if the student is interviewed by police and throughout the investigative/judicial process.
- d. Where the student chooses to inform their parent/guardian, the Chief Social Worker should ensure that family counselling services are made available to the victim and his or her family during and after the disclosure.

Regardless of whether the sexual assault is reported to police, the Toronto District School Board, through the department responsible for school safety, should ensure that appropriate disciplinary action is taken and that procedures are in place to ensure the safety of the school community with respect to alleged perpetrator. *(page 391)*

- 3. The Toronto District School Board should establish programs at both the high school and junior-intermediate level for students who have engaged in repeated acts of gender-based violence, in order to support the re-integration and re-engagement of these young people into society and prevent future incidents. *(page 393)*
- 4. The Toronto District School Board should partner with community agencies providing services for women and girls experiencing violence, in order to enhance supports available for students and teachers to both prevent and respond to gender-based violence in schools. *(page 394)*

5. Toronto District School Board policies and resources relating to sexual assault and gender-based violence should be posted in schools and should form part of the orientation process for all teachers and students at the commencement of each year. *(page 395)*
6. The Toronto District School Board should revise and broaden its “Online Code of Conduct” and student/parent declaration to address acts of cyber-violence and the consequences for students who engage in such conduct, on or off school property. Cyber-violence should also be included as a topic in violence prevention programming. *(page 396)*

3.05.4 Preventing Gendered-Based Violence in Schools

To the TDSB:

7. The TDSB should provide teachers, administrators, superintendents and support staff with staff development in the following area: gender-based education concerning causes of gender-based violence, prevention strategies and TDSB policies for responding to gender-based violence. The training should be mandatory for all TDSB teachers, administrators, superintendents and support staff. *(page 402)*

To the Ministry of Training, Colleges and Universities:

8. The Ontario Ministry of Training, Colleges and Universities should review current teacher education programs to evaluate its effectiveness in preparing teachers to respond to issues of sexual violence in the classroom and in the school environment. Where necessary, existing training courses should be updated. Training concerning gender-based violence in schools should be made mandatory for all pre-service teachers. *(page 402)*

To the TDSB:

9. The Toronto District School Board should implement a peer-based education program, supervised and supported by teachers, youth and social workers. The program should teach students on the topics of the dynamics of violence against girls and women, healthy relationships, and the acceptance of diverse racial and cultural groups. The program should be available to students in all grades at high schools. *(page 405)*

10. The Toronto District School Board should implement the Newcomer Orientation Week (NOW) program in all Toronto schools with high levels of newcomers in order to reduce the vulnerabilities of newcomer students. *(page 406)*
11. The Toronto District School Board should use a safety and equity audit process that, in addition to examining physical plant and use of physical space of schools, includes the following features:
 - (a) Consultation with staff, parents and community members where appropriate;
 - (b) Consultation with female students and students from groups that are vulnerable to violence;
 - (c) An assessment of violence prevention policies and procedures, including their effectiveness and practice;
 - (d) Observation of social dynamics on school property; and,
 - (e) A follow up audit should take place within a reasonable time period to assess whether recommendations have been suitably implemented. *(page 408)*
12. The Toronto District School Board should create and implement a “safe space” program in its high schools for female students and other vulnerable groups. *(page 409)*

To the Ministry of Training, Colleges and Universities:

13. The Ontario Ministry of Education should create a position of “Violence Prevention Coordinator” that is responsible for the implementation of violence prevention programs in schools that are gender-sensitive and predicated on principles of equity and diversity. Violence prevention programming and education should involve students, school administrators, teachers, parents, and community agencies. *(page 410)*

To the TDSB:

14. All Toronto District School Board violence prevention programs should be regularly evaluated to determine their effectiveness and to make recommendations for improvement. *(page 410)*

To the Ministry of Education:

15. Recognizing that there is little research on the issue of sexual assault and gender-based violence in schools, the Ontario Ministry of Education should fund a comprehensive study of safety issues affecting female students in order to ensure that school safety policies appropriately address the specific safety risks faced by female students. This research should also examine policies concerning the reporting of incidents of sexual assault to police. *(page 412)*

To the TDSB:

16. The Toronto District School Board should launch a public awareness campaign concerning issues of sexual assault and gender-based violence in schools.
(page 412)

3.06.01 Barriers to Reporting

To the TDSB:

17. Each school should establish a “Student Hotline”. The phone number for the school hotline should be separate from the main school phone line. The Student Hotline should be staffed by students from the school who are trained on reporting, and who are aware of the appropriate supports for student victimization and bullying. In addition, the TDSB should prepare a website, separate from the TDSB website, where students can anonymously report issues of school safety.
(page 415)
18. In view of the Panel’s findings with respect to the education culture at the TDSB, the TDSB should contract an outside management consultant to provide advice and training in respect of pro-active measures the Board can take to counteract the characteristics and dynamics identified by the Panel in its Report on the TDSB education culture.
(page 423)

To the Ministry of Education:

19. The provincial government should establish a provincial School Safety and Equity Officer (“Provincial Officer”). The Provincial Officer will be a central repository for the reporting of serious issues of student safety.
(page 423)

To the Ministry of Education:

20. The Panel recommends that the provincial government create mandatory reporting obligations for serious issues of student safety. Serious issues of student safety include:
 - (i) possession of any prohibited or restricted weapon as set out in the Criminal Code of Canada;
 - (ii) a violent incident that has caused serious bodily harm; and
 - (iii) sexual assaults subject to Panel’s recommendations concerning reporting of sexual assault.
(page 423)

21. The Panel further recommends that the provincial government amend the *Education Act* to create mandatory reporting obligations for all school staff. At a minimum, the reporting provisions would require all Board staff to report serious issues of student safety. The provisions would develop reporting structures that ensure that the principal and vice-principals are informed of every reportable incident. The provisions would obligate the principal of a school to advise the Board representative in charge of issues of safety and the Provincial Officer of serious issues of student safety and where applicable, advise the police of any particular issue. Where an employee has knowledge of a breach of the reporting provisions, the employee must report the breach, pursuant to reporting protection legislation, to the School Safety and Equity Officer. (page 423)
22. The provincial government should amend the *Education Act* to include reporting protection legislation that would apply to all school board employees. The legislation would enable an employee of a school board to anonymously report, in good faith, serious issues of student safety to the Provincial School Safety and Equity Officer and would allow the employee to disclose, if necessary, a student's OSR. The legislation would prohibit any form of direct or indirect reprisal, retaliation or adverse employment consequences against the individual reporting employee. The legislation would include a punitive and remedial penalty attached to the protection. (page 424)

To the TDSB:

23. The TDSB should implement Board policy that mirrors the above noted recommendations (20 to 22) with necessary modifications. (page 424)
24. Student and Teacher surveys should be conducted every five years. These surveys should gather information on: 1) Feelings of safety at school; 2) Safety-related problems at school; 3) Fear of victimization; 4) Individual victimization experiences; 5) Witnessing crimes and violence at school; 6) Reporting crimes and violent incidents to authorities (including reasons staff and faculty decide not to report); 7) Perceptions of school punishment practices; 8) Perceptions of racism at school; 9) Ideas and attitudes towards improving school safety; and 10) Attitudes towards the use of the police in school. (page 427)
25. Student and teacher surveys should be based on large, random samples of students and staff. The sampling strategy should ensure that the final sample is representative of the types of communities and schools that make up the Toronto District School Board. For the student survey, we recommend that the sample size should consist of at least 5,000 students (randomly selected from at least 40 schools). For the staff survey, we suggest a sample size of at least 1000 teachers (randomly selected from a sample of at least 30 schools). (page 427)
26. Having regard to section 302(9) of the *Education Act*, which mandates the canvassing of students with respect to their safety, the Panel recommends that the

TDSB develop a policy for anonymously canvassing the school community on safety matters. Parental consent should not be necessary for such limited anonymous canvassing on safety as long as: 1) Students are fully informed about the purpose of the survey prior to survey administration; 2) Students are fully informed that their participation is voluntary and that they do not have to answer questions that they do not want to answer; and 3) Students are fully informed that the survey is both confidential and anonymous. *(page 427)*

27. The TDSB should create high quality evaluation designs (pre-test/post-test control group/experimental group designs) to evaluate programs aimed at reducing violence in schools. The Panel further recommends that program evaluation be conducted by highly qualified, external researchers, who do not have a vested interest in documenting program success. *(page 427)*

3.06.02 Tracking Safety

To the TDSB:

28. The Board should consolidate the Weekly Incident Reports and the Crisis Reports into a “Safety Incident Report” that would be used to document all incidents – both violent and non-violent – related to school safety. This standard form would be mandatory and would be used to document the following types of incidents within the school environment: physical threats, threats involving weapons, minor physical assault (not causing injury), major physical assault (causing injury), robbery/extortion, theft, sexual harassment, minor sexual assault (inappropriate touching or grabbing), major sexual assault (forced sexual contact), property damage and weapons at school. Safety Incident Reports should be created by a principal for each incident and submitted to the Safe and Caring Schools Department every week. The Safe and Caring Schools Department would consolidate the Safety Incident Reports by quadrant, FOS, and school, and circulate the Report to the Chair of the Board, Director, Associate Director, Executive Superintendent to Trustees, Superintendents, and all administrators. *(page 432)*
29. Each year the TDSB should produce a detailed report on school safety issues using data collected from individual schools. The information gathered for these Annual Reports could be based largely on the “Safety Incident Report”. Official school data should be further broken down by the following variables: 1) gender of offenders and victims; 2) age of offenders and victims; 3) grade of offenders and victims; and 4) racial/ethnic background of offenders and victims. *(page 432)*

3.06.03 Renewal: Creating a Positive Bond Between Students and Teachers

To the TDSB:

30. The TDSB should analyze the Board's suspension and expulsion data to determine the adverse impact it has on students who are disabled or are members of a racialized community by March 31, 2008. *(page 436)*
31. Multicultural, anti-racism staff development should be provided to teachers, administration, and school staff at every school. *(page 438)*
32. The TDSB should amend its transfer processes to permit teachers at schools in "at-risk communities" to be transferred to a different school upon request. Teachers should be permitted to have input in the location of their transfer. Such transfers should not have a negative impact on the teacher's career advancement. *(page 439)*
33. TDSB teachers working in "at-risk communities" should be given a thorough orientation on the social and economic conditions affecting students in these communities. This orientation would be delivered by a team that includes local community organizations and leaders, and students or former students. *(page 439)*
34. The Toronto District School Board should establish school-based teams made up of social workers, child/youth workers, and teachers to help family caregivers navigate and access the mental health services their children and youth require, and these teams should make use of a variety of treatment techniques, and work across disciplines. *(page 439)*

To the Ministry of Training, Colleges and Universities:

35. The Ontario Ministry of Training, Colleges and Universities should review and enhance mandatory classroom management training for all secondary school teachers, with an emphasis on the particular context of classroom management in the "at risk community" setting. The Practical year training should include an extended classroom management component. *(page 440)*

To the TDSB:

36. TDSB should provide staff development in classroom management skills, with a particular focus on schools in "at-risk communities". This staff development should be mandatory for teachers teaching in schools in "at-risk communities". The staff development program must be subject to ongoing review and continuous growth. *(page 440)*
37. Teachers who have been teaching for less than 5 years should be mentored by senior teachers. *(page 440)*

38. The Toronto District School Board should put in place mandatory staff development for principals, vice-principals, and senior administration on best practices in educational change. *(page 440)*
39. The Panel affirms the recent initiatives taken by the TDSB with respect to diversity and equity in its recruitment practices. The Panel calls on the TDSB to establish specific targets and timeframes with respect to employment equity. The Equity Foundation Statement should be implemented with respect to hiring and HR processes. This would include increasing the total number of internationally trained teachers. *(page 443)*
40. The Panel recommends that the TDSB lower class sizes in the LOI secondary schools to create more vacancies, and thereby, allow for movement of staff into these schools. This in turn will create vacancies across the system which may ultimately be filled by new hires. It is contemplated that these changes will enhance the cultural and racial diversity amongst the TDSB's teaching staff. *(page 444)*
41. Thorough curriculum reform should be implemented pursuant to the Equity Foundation Statement. There should be an action plan with specific time frames and accountabilities established. *(page 449)*
42. The TDSB should identify "at risk" students based on two categories: (1) students with high absenteeism rates and (2) students who successfully complete less than seven credits by the end of grade nine. The Panel recommends that in secondary schools, students not attending class on a regular basis need to be flagged by the classroom teachers and reported to an attendance counsellor. A set of procedures should be established with positive measures for encouraging students to attend, including an advocate/mentor program for improving poor attendance. Suspension should not be considered a positive strategy in this case. School procedures should include counselling to provide students with understanding and workable solutions for attending school. *(page 449)*
43. Guidance counsellors should meet with students identified as having successfully obtained less than seven credits so as to formulate a plan to obtain lost credits, including enrollment in a credit recovery program. *(page 449)*
44. The TDSB should provide WRAPAROUND programming in schools where there is a significant population of students who are in jeopardy of falling outside of the education system. *(page 449)*
45. Regardless of the direction that the TDSB and the communities take with respect to the issue of "Black-focused" schools, the Panel recommends that the TDSB develop an inclusive curriculum that will allow students to examine their own cultural and historical experiences, and the experiences of living in their communities. Specifically, the TDSB should explore ways to incorporate African-

- centered perspectives and other forms of cultural knowledge in the education of youth. *(page 450)*
46. The TDSB should extend Student Empowerment Programs and Leadership Opportunities for Students. *(page 451)*
 47. The Toronto District School Board, the Elementary Teachers' Federation of Ontario and the Ontario Secondary School Teachers' Federation should negotiate an increase in teacher supervision duties with an appropriate increase in remuneration to reflect the additional teacher workload. *(page 455)*
 48. Administrators should develop an enhanced hall presence program that ensures that adult supervision is visual during class breaks and during arrival and dismissal. *(page 455)*
 49. Teachers and Hall Monitors should be engaged in an active staff development program emphasizing conflict resolution, crisis intervention and self-esteem building in students within a racial, cultural, and gender sensitive framework. *(page 455)*
 50. The TDSB should provide crisis intervention training to all its teachers. *(page 455)*
 51. The TDSB should develop a code red procedure and staff team for all schools. The code red staff team would be trained to provide crisis management until paramedics, police or firefighters arrive. The procedure should be prepared with input from teachers' federations, parents, police, paramedics and firefighters. *(page 455)*
 52. The TDSB should increase the number of school safety monitors and ensure that school safety monitors have training, qualifications and remuneration in keeping with their counselling, educational and enforcement role. *(page 456)*
 53. The TDSB should allow the Toronto Fire Services and Toronto Public Health to conduct yearly inspections of all its schools, so as, to ensure that each school meets the standards proscribed by the Fire Code, the Electrical Code, and the Occupation Health and Safety Act. The TDSB should prominently display the Report by the Toronto Parent Network entitled, "A report by the Toronto Parent Network based on a review of the Toronto District School Board's Health and Safety Inspection Reports", on the TDSB's website until such time, as all schools comply with the aforementioned codes. *(page 459)*
 54. The Panel finds that selected TDSB schools in marginalized communities should be designated as community hubs. Community Hub schools will become the focus of the neighbourhoods that they serve. Local community organizations and groups will be encouraged to become part of the school community, in order to

- facilitate a closer connection between the school and the students, the parents, and the community. *(page 459)*
55. The TDSB should train administrators and school councils in community development and outreach principles and strategies. *(page 459)*
 56. The TDSB should restore the community outreach worker position. The Panel recommends that the community outreach worker gather, coordinate, and act as a clearinghouse concerning information about current programs and services provided by the existing community partners and schools. *(page 459)*
 57. In order to facilitate in the building of community hubs, the TDSB should review the level of caretaking staff at each school to determine if there is sufficient staff to maintain the schools such that school can serve as a welcoming and positive environment for the community. *(page 459)*

3.06.04 Lack of Youth Activities

To the TDSB:

58. That a wide range of club programs and recreational activities be offered at each school and that the activities be equally distributed for males and females. *(page 462)*

3.06.05 Funding Formula

To the Ministry of Education:

59. The Ministry of Education should increase the benchmark costs for all components of the funding formula (the Foundations Grant, the Special Purpose Grant, and the Pupil Accommodation Grant) so as, to close the gap between funding provided, and actual costs of operations. *(page 468)*
60. The Panel recommends that the Ministry of Education, in consultation with school boards and other members of the education community, should develop mechanisms for annually reviewing and updating benchmarks in the funding formula and for conducting a more comprehensive overall review of the funding formula every five years. *(page 468)*
61. The Ministry of Education should increase the funding of the Demographic Component of the LOG to the level stipulated by the 1997 Expert Panel that studied the creation of the Learning Opportunities Grant - \$400 million (adjusted to reflect inflation). *(page 469)*

62. The Ministry of Education should “sweater” the Demographic Component of the Learning Opportunities Grant so that the funds received by the Board are used solely for providing programs to mitigate socio-economic factors affecting marginalized students. The new Demographic component should include a built-in accountability process mandating that school boards report annually on the programs and services funded by the grant, and on their effectiveness. *(page 471)*
63. The Ministry of Education should reconstitute the Local Priorities Amount as 5% of the Basic Amount of school boards’ Pupil Foundation Grant (updated as per above noted recommendation), and that boards apply the Local Priorities Amount to locally established priorities, programs, and services aimed at the continuous improvement of student learning and achievement with particular focus paid to at risk schools. *(page 472)*
64. The Ministry of Education should require school boards, through their Directors of Education, to consult with principals and school councils for the purposes of developing a plan for the use of the Local Priorities Amount, and to annually review the plans and report publicly to all stakeholders and to the Ministry on the results achieved through the implementation of the plans, in individual schools and in the district as a whole. *(page 472)*

3.06.06 Trustee Governance

To the Ministry of Education and TDSB:

65. The TDSB should develop a job description for all trustees. The job description should detail the distinction between policy decisions and school operational decisions. *(page 474)*
66. The TDSB design a code of conduct for trustees. The code of conduct should include, at minimum, the following prohibitions:
 - (a) Trustees are prohibited from involving themselves in matters of internal school discipline;
 - (b) Trustees are prohibited from engaging in operational decisions of any particular school;
 - (c) Trustees are prohibited from engaging in any conduct intended to embarrass or intimidate other trustees or staff of the TDSB;
 - (d) Trustees agree to respect the confidentiality of in-camera discussions in accordance with relevant statutes and Board policies; and,
 - (e) Individual Trustees are prohibited from acting in any way that usurps the authority of the Board of Trustees. *(page 475)*
67. Upon election, trustees should be obligated to complete a training course that details their job description and advises them of their obligations pursuant to the

code of conduct. During their term of office, trustees should receive refresher training every year. (page 476)

To the Ministry of Education:

68. The Ministry of Education should include in its funding formula adequate funding for the orientation and training of trustees. (page 476)

To the TDSB and the Ministry of Education:

69. The Chair of the TDSB should be paid a salary commensurate with the full-time nature of the position, the level of responsibility, and public expectations involved. (page 477)

To the TDSB:

70. The Director and Associate Director of the TDSB should be selected by means of a process that includes a broad range of community consultations around the qualifications, background and perspectives of potential candidates. (page 477)

3.06.07 Disciplinary Measures in Schools

To the TDSB:

71. TDSB should enact a formal policy advising administrators they are not to engage in the activities detailed above. The policy should explicitly state that Safe School Transfers are not to be used as an alternative to discipline and should only be used in exceptional circumstances. The policy should advise administrators that they are not to encourage police or the judiciary to impose conditions on a student that would require the student to be transferred from their home school. (page 485)

To the Ministry of Education:

72. The *Education Act* should be amended to provide statutory authority for a School Board to transfer a student from one school to another. The transfer provisions should only allow for a transfer in the following situation:
- a. Where the student requests the transfer;
 - b. Where the student is subject to a principal's exclusion order pursuant to section 265(1)(m); or,
 - c. When a student is subject to interim release conditions that require a transfer and the administrator is of the opinion that the student poses a direct and real threat, physically or otherwise, to other students at the school.

If an administrator is not of the opinion that a student poses a direct and real threat, physically or otherwise, to other students at the school, then the legislation should obligate an administrator to contact a court liaison worker to assist the student in revising the interim release conditions. The legislation should include an appeal procedure as well as obligating school boards to provide programming to students prior to their transfer. (page 485)

To Stakeholders in the Criminal Justice System:

73. A Standing Education-Justice Committee, made up of high-level representatives from all Toronto school boards, Youth Court Judges, Youth Court Justices of the Peace, the Criminal Defense Bar, Crown Attorneys, the Toronto Police Service as well as a representative of a court liaison officer should be established. The committee should meet twice a year to analyze and take action on issues relevant to the interplay between youth education and the criminal justice system, including the issue of Safe School Transfers. The committee should meet within 60 days of the date of this report. (page 486)

To the Toronto Police Service:

74. The Toronto Police Service should create a position of Staff Superintendent – Executive School Safety, with the responsibility for liaising and working with the Toronto Police Service with respect to policing issues that affect students. (page 486)

To the TDSB:

75. The TDSB should offer A2S, the Support Program for Expelled Students and Strict Discipline School programs (or the equivalent after Bill 212 comes into force) for all Safe School Transfers irrespective of whether the interim conditions requiring the transfer were a result of conduct that occurred on or off school property. (page 487)
76. All schools should set up a Safe School Transfer Team that would meet prior to receiving a Safe School Transfer to determine the needs of the students. The Safe School Transfer team should include the administration of the school, the head guidance counselor, school social worker, youth counselor, or Child and Youth Worker (“CYW”). Parents of the students should be invited to a safe school transfer team meeting so as to assist in developing a plan for addressing the needs of the students. The needs of the student will include determining whether the student requires alternative education programming and/or access to a social worker, psychologist, and/or psychiatrist. (page 488)
77. Where a safe school transfer is required, the transferred student, prior to attending classes, should be placed into an orientation program, so as, to better acclimatize the student to the new surroundings. This orientation program should include

explaining the rules of the school to the student and discussing with the student the plan developed by the safe school transfer team. (page 488)

To Stakeholders in the Criminal Justice System:

78. When considering whether to release a young person who has been charged with a criminal offence, police officers, Justices of the Peace and Judges should consider the impact that the proposed conditions, such as “no-contact with co-accused”, will have on the young person’s education. Conditions that have the effect of impairing a student’s ability to attend school should be avoided unless they are necessary in the public interest. A condition that requires a student to be removed from their home school should only be imposed in extreme circumstances, where the student poses a direct and real threat, physical or otherwise, to other students at the school. (page 489)

To the Federal Department of Justice:

79. The Federal Department of Justice should study the feasibility and advisability of creating judicial interim release provisions specific to the *Youth Criminal Justice Act*, which would require a court to consider the impact that the decision may have on a young person’s access to education. (page 489)

To Stakeholders in the Criminal Justice System:

80. There should be education provided to Crown Attorneys, Justices of the Peace, and Judges to inform them regarding the impact of the criminal justice system, including judicial interim release and sentencing dispositions, on access to education. (page 489)

To the TDSB:

81. Where a student is required to transfer schools because of conditions imposed by a police undertaking or judicial interim release, the administrator at the home school should determine whether a transfer is in the best interest of the student. The principal should start from the presumption that a transfer is not beneficial to the student. Where it is determined that a student should not be transferred, the administrator should contact the TDSB court liaison officer to assist the student in varying the police undertaking or judicial interim release conditions, as soon as possible. (page 490)
82. The TDSB should allocate at least one court liaison officer for each of the three Toronto youth courts. The role of the court liaison officers should be expanded beyond issues of judicial interim release to restorative justice. (page 490)

83. The Panel recommends that Board Policies be amended to provide that where a school has a suspension rate of 10% or higher, the Superintendent responsible for the school must report the school to the “Well-Being and Equity Department” (see recommendations 112-113). Working in concert with the Superintendent, and the Administrators, the Well-Being and Equity Department is to conduct a Needs Assessment and provide the school with an integrated multi-disciplinary support team to assist in addressing whatever health issues may present themselves in respect of the school environment. The support team will consider whether it is necessary to conduct anonymous student and teacher surveys to identify safety concerns at the school. *(page 499)*
84. Once a student has been suspended, a student’s guidance counsellor should be responsible for ensuring that the student receives his or her school work during the suspension. If the student has entered an A2S site, then the teacher at the A2S site should liaison with the guidance counsellor. *(page 500)*
85. The Panel recommends that upon a student’s second suspension, a multi-disciplinary team of administrators, social workers, teachers, CYC, and CYW should meet with the student and his or her parent(s) to determine whether the student requires alternative education measures and/or counselling. For students, who habitually misbehave, the multi-disciplinary team should consider whether the student should be placed in an A2S site for a full semester or longer depending on the needs of the student and their progress in the alternative education program. *(page 500)*
86. After February 1, 2008, the TDSB, upon a decision to expel a student, should refer the student to a Support Program for Expelled Students site for a transitional period prior to returning to a non-Support Program for Expelled Students site. *(page 504)*
87. The TDSB should enact a policy prohibiting principals and teachers from sending children home as a form of punishment. *(page 505)*

3.06.08 Detection and Deterrence

To the TDSB:

88. The Toronto District School Board should take immediate steps to ensure that adequate security measures are employed to ensure all potential storage areas for weapons (including lockers) are the subject of regular non-intrusive searches, including consideration being given to the random usage of TDSB-owned canine units that specialize in firearms detection. The manner of selection of schools must be random and must be based on express policy input from the equity experts from the TDSB. *(page 512)*

89. All Toronto District School Board school doors, apart from the front door, should be locked from the outside. Entry and exit from the school doors should be monitored by an adult, at all times, that the school is in use. *(page 513)*
90. The Toronto District School Board should amend “Policy P.042 SCH: Appropriate Dress” such that school uniforms are presumed unless School Councils opt out. School uniforms should comply with the Ontario Human Rights Code and should be affordable. The Toronto District School Board should have an easily accessible program for subsidizing the cost of school uniforms, where necessary. *(page 514)*
91. All Toronto District School Board secondary schools should implement a student identification card (“lanyards”) system. Students should be required to wear identification cards around their necks for the purposes of quickly identifying students and intruders. *(page 515)*

To the Toronto Police Service:

92. The Toronto Police Service should ensure that its data recording system can categorize incidents by school name to allow for ease of extraction and analysis of trends at individual schools. *(page 516)*

3.06.09 Support Services for Student Success

To the TDSB:

93. Schools with high suspension/expulsion rates, high drop-out rates, high absenteeism rates and a high number of grade nine students who have achieved less than 7 credits, should be staffed with a full time social worker, a full time child and youth worker (“CYW”) and a full time child and youth counsellor (“CYC”). *(page 521)*
94. The TDSB should hire 20 new full-time social workers. *(page 521)*
95. The 20 new full-time social workers should be dedicated to high priority schools determined by the Board based on criteria that includes drop-out rates, high absenteeism, suspension/expulsion data, LOI ranking and number of Safety Incident Reports. *(page 521)*
96. The Panel recommends that the 20 new full-time social workers dedicated to high priority schools should not be assigned to more than 2 schools each. *(page 521)*
97. The TDSB should hire 20 additional child and youth counsellors. *(page 521)*

98. The 20 youth counsellors should be dedicated to high priority schools determined by the Board based on criteria that includes drop-out rates, high absenteeism, suspension/expulsion data, LOI ranking, and number of Safety Incident Reports.
(page 521)
99. The Panel recommends that the 20 additional youth counsellors dedicated to high priority schools should not be assigned to more than 2 schools each. (page 521)
100. The Panel recommends that the TDSB should hire 24 additional attendance counsellors to meet the needs created by the mandatory learning to 18 provisions of Bill 52.
(page 523)

3.07.02 Aboriginal Education at the TDSB

To the TDSB:

101. The Toronto District School Board should ensure that all students and parents are informed that the Board offers Native Language instruction as an alternative to French, and that all students who wish to enroll in Native Language education have the right to transportation to the closest school that offers that course of instruction.
(page 527)

3.07.03 First Nations School of Toronto

To the Ontario College of Teachers:

102. The Ontario College of Teachers should require faculties of education to enhance the knowledge and skills of teacher candidates and teachers in the field to better prepare them to work with Aboriginal students.
(page 530)
103. The Ontario College of Teachers should develop a Native Counsellors Qualification Program.
(page 530)

To the TDSB:

104. The Toronto District School Board should work with the Ontario College of Teachers towards providing full-time Native Counsellors in all elementary and secondary schools that have a five percent or greater Aboriginal student population, within two years.
(page 530)
105. The Board should immediately recruit, from external sources, a full-time Family and Youth Counsellor, with expertise in serving the Aboriginal community, to co-ordinate and provide culturally sensitive, healing, counseling and support to the students and families of the First Nations School of Toronto. Preference should be given to Aboriginal candidates.
(page 531)

106. The Toronto District School Board should fund a Vice-Principal position to be assigned to the First Nations School of Toronto. The new Vice-Principal position should have responsibility for curriculum and student academic success, and should have knowledge of, and sensitivity to Aboriginal issues, with a preference given to Aboriginal candidates. *(page 531)*

3.07.04 Disciplinary Measures and Aboriginal Justice at the First Nations School of Toronto

To the TDSB:

107. The Toronto District School Board should immediately hire an external consulting agency to examine the needs of the students at the First Nations School and to develop an Aboriginal-specific conflict resolution and restorative justice program for the school. The external consulting agency should be a community Aboriginal agency with expertise and experience providing culturally appropriate conflict resolution programming for young Aboriginal people. *(page 536)*
108. The Toronto District School Board should move the First Nations School of Toronto into its own building, so that it need not share space with another school. *(page 536)*

3.07.05 Oversight of Aboriginal Education in the TDSB

To the TDSB:

109. The Toronto District School Board should establish the position of “Central Principal - Aboriginal Education” as a permanent position and should provide a budget sufficient to allow the Principal to develop curriculum and programming initiatives and to liaise with community Aboriginal agencies. *(page 537)*

To the Ministry of Education:

110. The Ontario Ministry of Education should “sweater” all funding allocated for Aboriginal education initiatives. *(page 538)*

3.08.06 Reuniting Safety with Equity – The Well-Being and Equity Department

To the TDSB:

111. The Panel recommends the dismantling of the “Safe School Culture” and the removal of the “Safe Schools” moniker from all of its policies and department designations. It is imperative that the TDSB send the clear message to affected

communities that the vestiges of the past, in the form of safe school/zero tolerance initiatives have been truly abandoned. *(page 545)*

112. The Panel recommends that the personnel who staff the current Safe and Caring Schools Department be part of a new department known as the Well-Being and Equity Department. This Well-Being and Equity Department will represent a partnership with the current equity team at the Board. The purpose of this reorganization is to ensure that equity considerations properly infuse all of the Board's decision making concerning the discipline and safety of students. The Well-Being and Equity Department would combine the expertise of both the Board's Safe Schools and Equity personnel, and would constitute an institutional recognition of the relationship between safety and equity. The Panel recommends that the organization of the Well-Being and Equity Department be in accordance with the proposed organizational chart as set out in the Final Report [see Appendix "G"]. *(page 546)*
113. In order to fulfill the mandate envisioned by the herein recommendations, it is essential that the Well-Being and Equity Department be understood as a partnership between safety and equity. Accordingly, the Panel recommends that steps be taken by the Board to reunite the various equity specialists in the Board with a view to reinventing the Equity team in a fashion that it is capable of fulfilling the mandate contemplated for the Well-Being and Equity Department. *(page 546)*
114. The TDSB should publish an annual report setting out its progress in implementing the Equity Foundation Statement with reference to the Action Plan, and the results of its Equity auditing procedure. *(page 546)*
115. The Board's Equity personnel be charged with the responsibility of identifying best practices that emerge at the school and district level, and disseminating them throughout the Board. The Board should dedicate sufficient resources, including human resources, to ensure that it takes full advantage of the initiative and expertise of its staff, who implement equity at the local level. *(page 546)*
116. The TDSB should ensure that all schools have a School Equity Committee made up of staff, students, parents/guardians, and community representatives. This committee will develop an equity focus of school improvement planning and identify the policies and practices that act as barriers to inclusion. *(page 546)*
117. The TDSB should recognize and support the development of a professional association of African-Canadian educators. The purpose of the association would be to promote opportunities for professional development, mentoring and networking, and career counselling and support. *(page 546)*
118. The TDSB should establish a separate office for concerns and issues about Safe Schools (and other areas of community interaction) during the transition period to

more preventative measures, in the form of an ‘Ombudsperson Office’. The Ombudsperson Office should have staff funded by the TDSB, but who report directly to the Chair’s Committee of the Board of Trustees. It will be the mandate of this office to vet complaints and advocate on behalf of students and their families. There should be an assessment of this office after two years. (page 547)

3.09 Provincial Advocate for Children and Youth

To the Provincial Advocate for Children and Youth:

119. The Provincial Advocate for Children and Youth should conduct a “systemic review” (as defined in the *Provincial Advocate for Children and Youth Act, 2007*) of the First Nations School of Toronto, to provide an independent voice for its students, to elevate their voice and to provide a vehicle for concerns to be brought forward to the Legislature of Ontario. This systemic review should be done in collaboration with Aboriginal community-based agencies providing programs for Aboriginal students and youth. (page 548)
120. The Provincial Advocate for Children and Youth should conduct a “systemic review” (as defined in the *Provincial Advocate for Children and Youth Act, 2007*) of Westview Centennial Secondary School, to provide an independent voice for Westview students, to elevate their voice and to provide a vehicle for concerns to be brought forward to the Legislature of Ontario. This systemic review should be done in collaboration with community-based agencies providing programs to students and youth in the neighbourhood surrounding the school. (page 549)
121. The Provincial Advocate for Children and Youth and the Implementation Task Force should work together to propose regulatory changes to the *Provincial Advocate for Children and Youth Act, 2007* that would extend advocacy services to the education sector, for children and youth who already have a right of access to advocacy services pursuant to paragraphs for 15 (a) – (e) of the *Provincial Advocate for Children and Youth Act, 2007*. (page 549)

To the Education System:

122. Schools boards, legislators and, educators need to develop mechanisms to enhance and encourage meaningful participation of children and youth in the creation and maintenance of a safe school environment and to elevate the voice of children and youth in the school in accordance with Article 12 of the U.N. Convention on the Rights of the Child. (page 549)

To the Minister of Education:

123. The Ontario Minister of Education should strike an independent Implementation Task Force to respond to the recommendations of this report, to oversee their implementation and to, where appropriate, apply the principles and

recommendations Province-wide. The implementation group will report quarterly to the Minister of Education. The independent Task Force shall be comprised of the following membership:

- (a) Chair: Professor Judith Finlay;
- (b) Member: Current Provincial Advocate for Children and Youth, Agnes Samler;
- (c) The remaining membership to reflect a broad section of respected community members and youth academics. (page 550)

3.10 The Need for a Coordinating Body

To the Provincial Minister of Education, the Honourable Mayor for the City of Toronto and the Chair and members of the Interdivisional Committee on Integrated Responses to Priority Neighbourhoods, :

124. The Panel recommends that an effective inter-agency body, including representatives from the TDSB and other school boards, the City of Toronto, the Toronto Police Service, the United Way of Greater Toronto, Toronto Community Housing Corporation and the Province of Ontario, be instituted to coordinate the institutional response to marginalized youth and communities. The representatives to the inter-agency body should be the institutional heads or their designates, to ensure that it is invested with full decision-making authority for member agencies. The inter-agency body would have line authority to make decisions binding on its member agencies. The Panel recognizes that the Interdivisional Committee on Integrated Responses to Priority Neighbourhoods was intended to satisfy a coordination function. The Panel recommends that this Committee be re-invented, such that the membership is streamlined and its powers to allocate resources enhanced. (page 553)
125. The Panel recommends that the inter-agency body develop a Strategic Plan, along with measurable goals, accountabilities and timetables. The Panel is of the view that this Plan can be developed through a review of existing reports, studies and past consultation processes, as opposed to a fresh round of community consultations. If additional public consultations are considered advisable, the Panel urges that any such consultation not delay immediate and necessary action. (page 553)

To the TDSB:

126. The Panel recommends that principals who accept positions at schools in priority communities (municipally defined) do so on the basis that the position involves, at minimum, a five year commitment to remain in the position. Such commitment is subject to the ongoing discretion of the Board on the appropriateness of the administrator's assignment. (page 557)

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Terms of Reference for the School Community Safety Advisory Panel (June 5, 2007)

The independent Panel shall make findings and recommendations to the Director of the Toronto District School Board by July 16, 2007 with respect to:

The practices and procedures at C.W. Jefferys in the two years prior to May 23 2007 with regards to student supervision, student discipline and building security;

Factors influencing the ability of C.W. Jefferys in particular or the Toronto District School Board schools in general to maintain student order and discipline;

Improving practices in TDSB schools with regards to prevention, school supervision, discipline and security which will create a positive, safe and welcoming school environment.

The Panel will give current and past C.W. Jefferys students an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys employees (teachers, support staff and administration) an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys parents an opportunity to describe their experiences with the school.

The Panel may make such other enquiries and consultations it deems necessary to achieve its objects, including but not limited to:

Community agencies and advocacy groups and Trustees

School Board administration

Unions and employee groups

APPENDIX B

Particularization of Terms of Reference (July 6, 2007)



5050 Yonge Street, Toronto, Ontario M2N 5N8 • Tel: (416) 395-8201 • Fax: (416) 393-0889

GERRY CONNELLY

Director of Education

July 6, 2007

Julian N. Falconer, Chair
School Community Safety Advisory Panel (SCSAP)
3701 Chesswood Drive
Suite 326
Toronto, ON M3J 2P6

Dear Julian Falconer:

Concerns have been raised in the last several days about the possible vulnerability of female students who are members of racialized minorities, to acts of violence and exploitation.

As a result, I am writing to you in your capacity as the Chair of SCSAP to clarify the terms of reference of the Panel's review of school safety. It is essential that the Panel include in its review the particular risks to the safety of female visible minority students that may exist with our schools.

The circumstances of the last two weeks of operation of the review require that I provide the Panel with the following directive: the Panel, in making any finding of fact or in making recommendations, is not to make any determination of criminal or civil liability of any person.

I trust these clarifications are acceptable with the Panel. Should you have any questions, please do not hesitate to contact me directly.

Yours truly,

A handwritten signature in black ink that reads 'Gerry Connelly'.

Gerry Connelly
Director of Education

APPENDIX C

INDIVIDUALS AND ORGANIZATIONS CONSULTED ¹

June 14, 15, 19, 20, 21, 22, 25, 26, 27, 28, 29 2007

Consultations with Students, Teachers and Staff at C.W. Jefferys C.I.

- 41 Students
- 30 Staff and Students

July 4, 2007

- Teacher, C.W. Jefferys C.I.

July 5, 2007

- Staff Member, C.W. Jefferys C.I.

July 6, 2007

- Youth consultation -Black Creek Community Health Centre

July 9, 2007

- Staff Member from C.W. Jefferys C.I.
- Stephnie Payne (TDSB Trustee)

July 10, 2007

- Zanana Akande (Retired Principal and Consultant)
- Youth consultation - Black Creek Community Health Centre
- Custodial Staff, C.W. Jefferys C.I.

July 12, 2007

- Penny Mustin (Executive Officer – Employee Services,TDSB)
- Grant Bowers (In-house Counsel, TDSB)

¹ Where confidentiality has been requested, individual names have not been provided.

July 13, 2007

Community Dialogue with representatives from the following organizations:

- Belka Enrichment Centre
- Black Creek Community Health Centre
- Chesswood Employment Resources Centre
- Community Development Officers, City of Toronto
- Conflict Mediation Services of Downsview
- Community and Legal Aid Services Program (CLASP), York University
- Delta Family Resource Centre
- Driftwood Community Centre
- Jamaican Canadian Association
- Jane/Finch Community and Family Centre
- Jane Finch Community Legal Services
- P.E.A.C.H. (Promoting Economic Action and Community Health)
- San Romanoway Revitalization Association
- Substance Abuse Program for African Canadian/Caribbean Youth, CAMH
- Youth Connect, Griffin Centre
- Youth Issues, JVS Toronto
- Youth Without Shelter

July 16, 2007

- Charles Roach (lawyer) and Black Action Defence Committee

July 17, 2007

- Meeting with Parents at San Romanoway Revitalization Association
- Meeting with Youth at San Romanoway Revitalization Association

July 18, 2007

- Retired Teacher
- Parent
- Staff Member from C.W. Jefferys C.I.

July 19 2007

- Barbara Hall (Chief Commissioner) and staff team - Ontario Human Rights Commission

July 23, 2007

- Lisa Vincent (President, Ontario Principals' Council)
- Mike Benson (Executive Director, Ontario Principals' Council)

July 24, 2007

- Howard Goodman (TDSB Trustee)
- Stephnie Payne (TDSB Trustee)

July 25, 2007

- The Ashanti Room Supporters of Equity for Charis Newton-Thompson and Safety for all in Schools

July 26, 2007

- Cathy Dandy (TDSB Trustee)
- James Pasternak (TDSB Trustee)
- Verna Lister (Superintendent, TDSB)

July 27, 2007

- Sheila Cary-Meagher (TDSB Trustee)

July 30, 2007

- Scott Harrison (TDSB Trustee)
- Bruce Davis (TDSB Trustee)

July 31, 2007

- Toronto Police Chief William Blair
- Youth consultation – Jane/Finch Community and Family Centre –The Spot
- Chris Bolton (TDSB Trustee, Vice-Chair)
- Mari Rutka (TDSB Trustee)

August 1, 2007

- Khalid Mouammar (Canadian Arab Federation, President.)
- Eman Ahmed (Canadian Council of Muslim Women, Project Coordinator)
- Saira Zuberi (South Asian Legal Clinic Ontario)
- Deepa Mattoo (South Asian Legal Clinic Ontario - Coordinator of Pro Bono Legal)
- Suad Aimand (Somali Parents for Education)

August 2, 2007

- Parent
- Family
- Soo Wong (TDSB Trustee)
- Parents' group at P.E.A.C.H.

August 3, 2007

- Grant Bowers (TDSB)
- Nadia Bello (TDSB Trustee)

August 7, 2007

- Parent

August 8, 2007

- Barbara Hall (Chief Commissioner, Ontario Human Rights Commission)

August 9, 2007

- Karl Sprogis, Toronto School Administrators Association (TSAA)
- Ami Trufler (TSAA)
- Don Stuart (TSAA)
- Suzan E. Fraser, lawyer
- Canadian Training Institute – “Breaking the Cycle” Program
- Community and Legal Aid Services Programme (CLASP), York University
- Pro Bono Law Ontario
- Justice for Children and Youth
- St. Stephen’s Community House

August 10-11, 2007

Public Consultations at C.W. Jefferys (17 deputations on Friday, 16 on Saturday):

- 9 presenters from social service/advocacy groups (e.g., Justice for Children and Youth, PEACH, Friends in Trouble, Parents of Black Children, Metropolitan Action Committee on Violence Against Women and Children, Sexual Assault Steering Committee, Toronto)
- Stephnie Payne (TDSB Trustees)
- Sheila Cary-Meagher (TDSB Trustee)
- Nadia Bello (TDSB Trustee)
- Olivia Chow (MP)
- Gabriel Fowodu, Vice-President, Parents’ Council (C.W. Jefferys)
- Barbara Hall, Chief Commissioner, Ontario Human Rights Commission
- 4 Youth
- 5 Parents
- 2 Parents/Members of Tenants’ Councils
- Parent/School Council Co-Chair
- Retired Teacher
- Guidance Counsellor
- School Settlement Worker
- NDP Candidate York West/Parent
- Elizabeth Buchanan (Friend of Jordan Manners' mother)
- Roger Rowe (lawyer/parent/advocate)

August 14, 2007

- Toronto City Councillor Joe Mihevic
- Staff Superintendent Mike Federico and Staff Superintendent Jim Sloly (Toronto Police Service)

August 15, 2007

- Stan Gordon (former Vice-Principal at C.W. Jefferys C.I., 2004-2007)
- Teacher from C.W. Jefferys C.I.
- Gerry Connelly (TDSB Director of Education)

August 16, 2007

- Barbara Thompson (Black Youth Helpline)
- Coalition of African Canadian Organizations, with representatives from:
 - African Canadian Heritage Association
 - Canadian Organization of Black Lawyers
 - Canadian Race Relations Foundation
 - Global African Congress
 - Jamaican Canadian Association
 - Kenyan Community in Ontario
 - National African Canadian Umbrella Organizing Committee
 - Organization of Parents of Black Children
 - United Achievers

August 18, 2007

- Breakfast of Champions/Summer Celebration (Youth Association for Academics, Athletics and Character Education)

August 21, 2007

- Marcia Powers-Dunlop (Chief Social Worker, TDSB)
- Dave Johnston (Chief Social Worker, TDSB)
- Doretta Wilson (Executive Director of the Society for Quality Education)
- Retired Teacher

August 22, 2007

- P.E.A.C.H Celebration
- Mike Hill (Safe Schools Administrator, TDSB)
- Toronto Supervisors Officers Association (TSAO)

August 23, 2007

- Teacher, C.W. Jefferys C.I.
- Anne Kojima (former Principal at C.W. Jefferys C.I.)
- Charis Newton-Thompson (former Principal at C.W. Jefferys, 2006-2007)
- Sheila Ward (Chair of Trustees, TDSB)

August 24, 2007

- Staff Superintendent Peter Sloly and Staff Superintendent Mike Federico (Toronto Police Service)

August 27, 2007

- Staff Member, C.W. Jefferys C.I.
- Charis Newton-Thompson (former Principal at C.W. Jefferys, 2006-2007)

August 30, 2007

- Representatives of the Community and Legal Aid Services Programme (CLASP), Osgoode Hall Law School, York University.

September 4 - 5, 2007

- Various TDSB Trustees

September 6, 2007

- John Campbell (TDSB Trustee) and a TDSB High School Principal
- The woman known as Jane Doe, Beverly Bain, Wendy Komiotis (Steering Committee to Implement the Sexual Assault Audit – City of Toronto)

September 10, 2007

- Professor Shelley A.M. Gavigan, Professor Janet Mosher and Professor Carl James in respect of project, “Youth in Focus, Friends in Trouble: Justice and Access to Justice for Low Income and ‘Marginalized’ Youth”
- Safe and Caring Schools Work Group, TDSB

September 12, 2007

- Executive Director and Outreach Manager from Metropolitan Action Committee on Violence Against Women and Children (METRAC)

September 19, 2007

- Donna Quan, (System Superintendent - Safe Schools, TDSB)
- Doug Jolliffe (President, OSSTF - District 12) and Leslie Wolfe (Vice President and Chief Negotiator, OSSTF - District 12)

September 24, 2007

- Dr. Alok Mukherjee, (Chair, Toronto Police Services Board)

September 26, 2007

- Student

September 27, 2007

- Mona Rozenblum and Janis Jaffe-White (Parent Coalition for Safe Schools)
- Reva Schafer and Janis Jaffe-White (Toronto Family Network)
- John Weatherup (President, CUPE Local 4400) and Dave Smith (Vice-President CUPE Local 4400, Unit D)
- Parent

October 1, 2007

- Cathy McCulloch (Chair of the Parent Council of a local high school)
- Donna Quan (System Superintendent - Safe Schools, TDSB)

October 2, 2007

- TDSB teachers

October 3, 2007

- Dr. Vic Meen (Clinical Director, Kinark Child and Youth Mental Health Services)

October 5, 2007

- Coordinator and Facilitators of Respect in Action (ReAct) - METRAC

October 9, 2007

- Omaida Ali (Child and Youth Counselor, Safe Schools - SPES West, TDSB)
- Detective Peter Duncan (31 Division Toronto Police Service)

October 11, 2007

- Charis Newton-Thompson (Former Principal of C.W. Jefferys C.I.)

October 17, 2007

- Peter Dorfman (Provincial Coordinator, SWIS) and group of Settlement Workers in Schools - in Toronto

October 23, 2007

- Task Force Co-ordinators on the Model Schools for Inner City
- Focus group of youth - St. Stephen's Community House

October 25, 2007

- NW2 Principals and Vice-Principals
- Youth from the "Breaking the Cycle" program
- Ontario Deputy Minister of Education

October 29, 2007

- Focus group with Youth

October 31, 2007

- Retired TDSB teacher
- Parent and children (students of Westview Centennial S.S.)

November 1, 2007

- Donna Quan (System Superintendent - Safe Schools, TDSB)

November 2, 2007

- Puneet Luthra (Manager of Provincial Relations, Ontario), Cathy Denyer (President, Toronto) and Alexander Dow (Caseworker, In-school Mentoring) – Big Brothers and Big Sisters of Canada, Ontario Region

November 5, 2007

- Peer Educator, ReAct Program
- Barbara Hall (Chief Commissioner of Ontario Human Rights Commission)
- Jeff Kugler (Executive Director, Centre for Urban Schooling, OISE)

November 6, 2007

- Deputy Chief Derry, Toronto Police Service
- Toronto Mayor David Miller

November 7, 2007

- TDSB Equity Policy Advisory Committee
- Dr. Shaheen Shariff (Department of Integrated Studies in Education, McGill University)

November 9, 2007

- Consultations at Westview Centennial S.S.

November 12, 2007

- Staff members at Westview Centennial S.S.

November 13, 2007

- Staff members at Westview Centennial S.S.
- Youth group, Culture Link

November 14, 2007

- Staff members at Westview Centennial S.S.
- Dr. Helene Berman and Yasmin Hussain (Centre of Research on Violence Against Women and Children, University of Western Ontario)

November 15, 2007

- Staff members at Westview Centennial S.S.
- Westview Centennial S.S. students in the Jane-Finch's Caring Village "Promoting Excellence Program"

November 16, 2007

- Students at Westview Centennial S.S.

November 19, 2007

- Deputy Chief Derry (Toronto Police Service)
- Students at Westview Centennial S.S.

November 20, 2007

- Verna Lister (TDSB Superintendent for NW2).
- Representatives from the criminal justice system

November 21, 2007

- Joint Symposium by the Panel and the Ontario Human Rights Commission re: the barriers to implementing school safety recommendations.

November 22, 2007

- Administrators and teachers at Brookview Middle School
- Parents' Council of Westview Centennial S.S.

November 26, 2007

- Teachers and students at Westview Centennial S.S.
- David Rowan (Associate Director of Education, TDSB)

November 27, 2007

- Professional Student Services Personnel, OSSTF
- Safety Director, METRAC

November 28, 2007

- Dr. Kathleen Gallagher (Associate Professor, Department of Curriculum, Teaching and Learning: OISE)

November 29, 2007

- Students from the Support Program for Expelled Students (SPES)
- Staff and an administrator - SPES

November 30, 2007

- Lloyd McKell (Executive Officer – Student & Community Equity) and TDSB Equity staff
- Representatives from the Ontario Public School Boards' Association
- David Rowan (Associate Director of Education, TDSB)

December 3, 2007

- Students from Westview Centennial S.S.
- Stu Auty (President, Canadian Safe Schools Council)
- Dr. Rosemary Gartner (University of Toronto)

December 4, 2007

- Administrators from Emery Collegiate Institute
- Teachers from Emery Collegiate Institute
- Administrators from Westview Centennial S.S.

December 5, 2007

- Teachers from Emery Collegiate Institute

December 6, 2007

- Gerry Connelly (Director of Education, TDSB)
- Teacher from Emery Collegiate Institute

December 7, 2007

- TDSB Trustees

December 10, 2007

- Gerry Connelly (Director of Education, TDSB) and Deputy Chief Derry (Toronto Police Service)
- Penny Maidens, Executive Superintendent School Services
- Teachers from Emery Collegiate Institute
- Staff Superintendent Mike Federico and other officers (Toronto Police Service)

December 11, 2007

- Gillian Mason (Vice-President, Strategic Initiatives & Community Partnerships), Susan MacDonnell (Director of Research), Cathy Gallagher (Director of Public Policy) - United Way of Greater Toronto and Pamela Grant (Executive Director, Youth Challenge Fund)
- Jill Worthy and Rauda Dickinson (Toronto Supervisory Officers Association)
- Karen Grose (System Superintendent - Programs, TDSB) and staff team
- Representatives from the criminal justice system

December 12, 2007

- Two TDSB Vice-Principals
- Administrators from C.W. Jefferys C.I.
- Karen Grose (System Superintendent – Programs, TDSB)

December 13, 2007

- Ontario Human Rights Commission

December 14, 2007

- Wayne Kodje (Principal, First Nations School of Toronto) and Lloyd McKell (Executive Officer – Student & Community Equity, TDSB)

December 17, 2007

- Parents (First Nations School of Toronto)

December 18, 2007

- Wayne Kodje (Principal, First Nations School of Toronto) and representatives of Aboriginal Legal Services.

School Consultations

The Panel received perspectives from individuals representing the following schools:

- Brookview Middle School
- C.W. Jefferys Collegiate Institute
- Cedarbrae Collegiate Institute
- Downsview Secondary School
- Emery Collegiate Institute
- First Nations School of Toronto
- Martingrove Collegiate Institute
- North Albion Collegiate Institute
- P.E.A.C.H. (Promoting Economic Action and Community Health)
- The Randolph School (Support Program for Expelled Students)
- Westview Centennial Secondary School
- Winston Churchill Collegiate Institute
- York Memorial Collegiate Institute

APPENDIX D

Summary of Table of Violent Incidents

Preamble to Table of Violent Incidents:

The attached Table of Violent Incidents identifies 177 incidents of violence that have been reported in schools across the city. The incidents were chosen from a larger pool of incidents in order to classify according to gun incidents (firearms, replicas, pellet guns or reports of guns), weapons incidents (knives or tasers), robberies and sexual assaults. The non-mandatory nature of the reporting requirements as well as the extremely inconsistent reporting record from one quadrant to another, supports the view that these numbers significantly understate the prevalence of violent crime amongst youth.

The table allows for comparison between those incidents reported in Northwest 2 (five) in contrast to those incidents reported in all other quadrants in the City (172). The table represents a collation of data obtained from a review of TDSB Weekly Incident Reports covering the period of January 13, 2006 to and including November 30, 2007 and a review of the Board Crisis Reports covering the period of September 26, 2006 to and including December 6, 2007.

The totals of the above numbers are broken down below and the incidents are qualitatively described in the pages that follow:

Category	On School Property	Off School Property	NW2
Gun Incidents – actual/replicas/pellet/reported	54	26	3
Weapons Incidents – knives and tasers only - Could be in possession/threatening	30	5	0
Robberies	10	5	0
Sexual Assaults	31	16	2

Table of Violent Incidents

Date	Quadrant	Description of Incident
January 2006	NE	A secondary school student was robbed by another student at knifepoint . This took place off of school property at a mall. The incident was reported to the police. The student was excluded pending investigation.
	NE	A group of students met students from a secondary school at a plaza. An altercation ensued with one of the boys holding a knife to a girl's throat . One of three youth was charged.
	NE	A sexual assault took place prior to the Christmas break. A secondary school student turned himself in to police and was charged with two counts of sexual assault that allegedly took place on school property.
	NW2	At lunchtime, following a verbal dispute between two secondary school students, one of the students reported to the VP that the other showed him a gun. The gun was tucked in the waist of his pants . The police were notified immediately. The school went into a lockdown mode.
	SE	Resulting from an assault incident after school off school property in December 2005, two TDSB students were charged with a number of criminal offences including possession of an imitation firearm . One student is from an elementary/middle school, while the other student is from a secondary school. Due to court release conditions the elementary/middle school student will be unable to return to the school and will be placed in an alternative school.
	SE	A secondary school student went to an elementary/middle school and met with a student from the school. When the secondary student approached he produced a handgun . The elementary/middle school student was told to get on his knees and did so. The elementary/middle school student did not [tell] anyone about the incident. A teacher overheard a conversation in the lunchroom the next day. The principal investigated and police were contacted. The event was investigated and police charged the student. The weapon was a pellet gun.

Date	Quadrant	Description of Incident
	SE	A secondary school male student was told by a female student of the same school that she wanted to be left alone. He hit her on her buttocks. While in computer class, the male student grabbed her between her legs. The Vice-Principal interviewed the girl when she disclosed the sexual harassment and sexual assault . The police were contacted and an investigation was commenced.
	NE	A secondary school student was arrested for sexually assaulting a female student on school property. A meeting was held with Safe Schools, the Vice-Principal and the student with a parent at a neutral site. This meeting was to allow the suspected student to detail any involvement in the allegation. The student did not attend and his father advised that his son's lawyer had instructed his son not to say anything to school staff. The administration is concluding their investigation and will be expelling the student.
	NE	A secondary school administration is investigating a report from a student that he was robbed at gunpoint by another student at a mall across from the school. The police arrested an active student and a previously demitted student and charged them with robbery and numerous weapons offences. The police seized weapons in the form of a BB gun and a knife from the active student. The active student is presently before the courts and the police are requesting that he not be released until the trial is held.
	NW2	Two secondary school students were arrested for gun possession and are in custody.
February 2006	NE	An elementary/middle school student disclosed to her teacher that three male students forced her to perform oral sex on them. The teacher informed the Principal and the Vice-Principal. The police found that there was not enough evidence to charge the male students. The police attended the following day and cautioned the three male students for their involvement in the allegation of sexual assault . The final investigation revealed that one male student received oral sex from this female on one occasion after school off of school property. The other two boys were present during the act.

Date	Quadrant	Description of Incident
	SE	A secondary school female student accused a male student of sexual assault while they were in class together. Charges were laid and the student was suspended for twenty days pending possible expulsion and was not to return to the school. It was later reported that the principal will be going forward with LTD Expulsion.
	NW	A secondary school female student came to the office and reported that while she was in the women's washroom she overheard a male voice in the hall telling a companion that he had a new gun in his bag . The police and safe schools were informed. Police were called and released the school from lockdown at before noon.
	NW	An elementary/middle school student was hit on the right leg behind the knee by a pellet gun .
	NE	An elementary/middle school female student disclosed to the Vice-Principal that a male student sexually assaulted her . This occurred after school hours and off of school property. The victim and her parents do not want the matter reported because they fear that the suspected student is violent and has ties to a street gang. TDSB will be contacting the appropriate agencies, in accordance with the TDSB policy on sexual abuse reports.
	NE	An elementary/middle school female student reported to the Vice-Principal that a male student grabbed her bum on numerous occasions in school . The police and social work co-ordinator were notified. The parent of the female student has kept her at home pending the investigation. Some interventions/support system has been put in place.
	NE	The administration from a secondary school were doing locker inventory. A particular locker was declared abandoned and the lock was removed. The Vice-Principal located a student's cell phone, books and a taser gun in the locker.

Date	Quadrant	Description of Incident
	SE	A secondary school male student was robbed of two hundred dollars and advised the hall monitor of it. The hall monitor while on a routine patrol saw the suspected student and asked him. The student gave the hall monitor the money back. The student told the principal that he is going home and not coming back.
	SE	A secondary school female student reported to her teacher that over the weekend she was a guest at a party. All of the girls left her at the party. She was there alone with a group of adults all male. She alleged that they all attached her and took turns sexually assaulting her . She displayed bruising to the teacher. The Vice-Principal invited the female to speak to social worker and if she does not want to disclose details to the police then the school would have to respect that and support her with social work and proper counselling.
	SW	A secondary school student was in laneway behind the school, passing a rifle back and forth with another student. Shots were fired into a window at the back of a house.
	SE	A secondary school male student was reported to have a gun in the washroom . The police investigated the suspect and no charges were laid.
	SE	A sexual assault and robbery occurred off of school property. A secondary school male student was arrested in relation to this incident. Three other males not students have also been charged.
	NE	A secondary school student was found with a taser gun and automobile master keys in his locker. The police were notified. The student was arrested and taken to the station. The youth was charged with possession of a prohibited weapon and possession of burglar tools. This student was placed on police release conditions.
	NE	An elementary/middle school high-risk student was found in possession of a knife . The Principal is investigating if the knife was brought to school to be used as a weapon.

Date	Quadrant	Description of Incident
	NE	An elementary/middle school student brought a replica firearm to school. This student gave the gun to another student who threatened and assaulted a student. The police arrested and charged the student who threatened with the replica firearm. The police cautioned the student who brought the weapon to school.
	NE	Two secondary school students were arrested for robbing other students on school property. The police charged both students with robbery and held them in custody. When released the students will be placed on conditions not be at the secondary school. The police returned to the school the same day and arrested four more students for being involved in the robberies.
	NE	Two secondary school female students were in conflict over a boy at the school. One female brought a knife to school and used it to threaten the other female. The police investigated and cautioned the female with the knife. The school issued a twenty-day suspension.
	NE	The police arrested two former male students of a secondary school. One was charged with possession of a 32-caliber handgun and a quantity of drugs and drug paraphernalia. The other was charged with possession of drugs for the purpose of trafficking. The two were together at the time of the arrests.
	SE	Two elementary/middle school female students reported that they had been sexually assaulted by a male student in or at the school. The incident was reported to the police and CAS who are investigating. The suspect student has been denied access to the school pending the results of the police and school investigations.
March 2006	SE	An elementary/middle school female student alleged that she was assaulted physically and sexually by a male student. The male student was charged with assault, sexual assault and threatening bodily harm. The conditions of release from police custody included that the male student not be within 100 metres of the school.

Date	Quadrant	Description of Incident
	NE	A secondary school student was found trafficking marihuana on school property. This student was a SST student from another secondary school in 2003. He was limited expelled at that time for bringing a pellet gun to school and discharging pellets. With respect to the trafficking of marihuana the student was charged and placed on conditions not to be at the school.
	NE	There was a recent shooting that took place at a park adjacent to the secondary school. The shooting occurred after school dismissal time. A former student was shot in the stomach . This student is registered at another secondary school. The school went into lockdown. The police lifted the lockdown before the dinner hour. A week later, the police charged a student for weapons offences in relation to the shooting near the school. This student was not the shooter but a friend of the student who was shot.
	SW	An elementary/middle school went into lockdown as gunshots were heard in the community . The lockdown was lifted and there were no problems on school property. All students were safe.
	NE	Five students from two elementary/middle schools were arrested and charged for robbing a student from a secondary school. This took place in a park after school hours. The victim was robbed of money and was threatened with a bat. All students were charged with robbery and released with bail conditions.
April 2006	SE	An elementary/middle school student was found to be in possession of a B.B. gun in the school . The student was charged with carrying a concealed weapon.
	NE	A bus driver called an elementary/middle school and indicated that a student on her route had told her that a specific student at the school had brought a gun to school to use in a fight. Police interviewed the student involved and searched both the student and their locker. No weapons were found.

Date	Quadrant	Description of Incident
	NW2	Three female students at an elementary/middle school disclosed that they were victims of sexual abuse by a male student at the school. The police and social worker were notified and the boy was kept at home.
	NE	Five secondary school students robbed another student of his MP3 player. This took place at the back of the school. The victim was searched for money but only had twenty-five cents in his wallet. The suspects also took the money. All five students were arrested and charged with robbery .
	NE	A supply teacher at a secondary school observed three male teens outside the school building looking into a classroom window. One of the teens was in possession of a black handgun . This person then pointed the gun at the wall and discharged the weapon. The three then fled the scene. The office was notified and the school went into lockdown and the police were notified. The police recovered an air pistol from one of the arrested youths. All three arrested teens are active students at the school.
	SE	An elementary/middle school student was arrested in connection with a sexual assault . The sexual assault occurred off of school property. The incident involved two elementary/middle school female students and a male student from another elementary/middle school. Charges were laid.
	NW	A hall monitor of a secondary school informed the office that there might be a student in the school who had a gun . A pellet gun was found in the possession of the student and a knife was recovered in his locker. He had been using the gun to threaten another student. The police arrested him.
May 2006	SE	An elementary/middle school male student allegedly threatened another student with a knife . The incident was reported to the school and police are investigating.

Date	Quadrant	Description of Incident
	SE	Two secondary school male students that attend the same school were having a sleep over. While one of the males was sleeping the other male sexually assaulted him. One of the male students was charged with sexual assault and has been placed on conditions not to attend at the school.
	SE	A secondary school female student reported to police that during the weekend she was visiting a friend's place. His parents were home and she went to the basement with him. While in the basement he sexually assaulted her . She reported this to the police but never returned to school. The male student has been charged and can no longer remain at the school.
	NE	A secondary school student reported to the office that he was assaulted and threatened with a gun by another student. The police and safe schools were contacted. The suspected student was located by police and arrested.
	NW	A secondary school male student and two intruders came to the school looking for another student. Indications from the students were that one of the parties had a gun .
	SW	CAS to place elementary/middle school student at the school. Sexual assault charges pending against student. Risk assessment meeting pending.
	NE	An elementary/middle school male student was found with a knife at school. He has had a long history of concerns and issues in the school. The knife was approximately 6 to 7 inches in length including the handle . Upon investigation it became apparent that it was not brought to school or used as a weapon at school. The police confiscated the knife. The student was suspended.

Date	Quadrant	Description of Incident
	NE	An elementary/middle school male student was found with a gun at school (plastic but looked real). He kept pretending to shoot at the Vice-Principal. The police were called to investigate.
	SE	An elementary/middle school female student reported that she was followed into the washroom by another male student. Once inside the washroom he put his arms around her and began to touch her inappropriately inside her shirt . The police are investigating.
	NW	Three secondary school students were attacked by a masked group of youths, who had jumped out of a vehicle. The students were hit with bats, brass knuckles and crowbars. A replica handgun was also located at the scene.
	SE	Two elementary/middle school female students had gotten into a fight on the second floor of the school during the day. During this fight one of the students produced a paring knife. The teachers stopped the fight and police were contacted. Charges were laid against the student with the knife .
June 2006	SW	Information received from 680 News that an unknown person called the radio station stating there was a gun at a secondary school. No gun was found.
	NW	The principal of a secondary school advised Safe Schools Northwest that one of the students was being arrested and charged with numerous offences related to an assault. A firearm and a knife were involved .
	NE	An elementary/middle school student was involved in a sexual assault incident. This happened in the front hall of a secondary school when he dragged his hand across the girl's breast . Charges are pending.
	SE	A secondary school female student was walking to school when she was grabbed by a male and sexually assaulted . After the assault she went to the school and reported this to the Vice-Principal. A social worker is providing support for the victim student. Police arrested and charged the suspect with sexual assault. The suspect is not a student and lived in the area.

Date	Quadrant	Description of Incident
	SW	A disclosure was made of sexual assault on an elementary/middle school student. The assault took place 12 months ago.
	NW	Humber River Regional Hospital – Church Site notified a secondary school of an incident that occurred between two male students. The perpetrator allegedly pistol-whipped and shot the victim with a BB gun . The victim has sustained multiple injuries including a fractured skull. The perpetrator has been charged. The victim requires facial surgery.
	NE	A secondary school student was shot while riding his bike on his street last evening. His older brother was also shot. The victims are at Sunnybrook Hospital. This was a community event and did not involve the school.
July 2006	SE	A secondary school student was arrested for being in possession of a sawed off shotgun . The student was in the lobby of building when he had an argument with another male. During the argument he produced a sawed off shot gun and threatened to shoot the other male. Police requested that the principal be made aware of the case for safety reasons in the new school year.
September 2006	SW	A secondary school student was found with a knife outside the school. The student was arrested by police.
	SE	Two secondary school students had skipped class and went to the wooded area next to the school and decided to smoke up. Two undercover police officers observed this and approached both students. They were arrested and upon search police found one to have 32 grams of marijuana, \$165 cash, a knife and a pellet gun in his backpack . The other student was in possession of two joints.
	SE	Two male students at a secondary school approached a third in the hallway. One produced a knife and demanded some cash. The third person refused and took off. The students were taken into custody and charged with robbery .
	SW	A secondary school student reported to this teacher that he had been threatened by three youths, one with a knife . Police attended and apprehended all three outside the school. One was a former student of the school. There were three arrests and no injuries.

Date	Quadrant	Description of Incident
	NW	A student of a secondary school was walking down the hall with other students when he produced a gun (later found out to be a lighter/laser). As he approached the school's hall monitor he pointed it at his chest area. The monitor reacted and took it away from him. The parent was informed and met with the administration. The police were contacted and there is a possibility of an arrest to follow. The superintendent and safe schools were contacted and informed.
	NW	A secondary school student reported to the Vice-Principal that another student had been robbed at gunpoint in the main hall washroom . He witnessed two boys dressed in black come out of the washroom carrying stuff (one article was a pair of new Nike shoes), also looked like a gun was at their side. They left through the south exit of the building. Moments later another student came out slowly head covered and left the opposite way. It was reported to police who had happened to have arrived on a routine community visit. The superintendent and safe schools were contacted and informed.
	SW	A secondary school student was charged with sexual assault of another student. It may involve more students. Police are investigating.
	SW	A secondary school student tried to rob another student of his shirt with a replica handgun . The student was charged with possession.
	NW	An elementary/middle school female student reported to the school principal that she had been victim of sexual assault over the past two weeks. The police attended and took the male student to the police station.
	NW2	There was a sexual assault involving a student from a secondary school that occurred off of school property at an overnight field trip. Police have arrested the perpetrator.

Date	Quadrant	Description of Incident
	NW	A secondary school student was involved in an incident during the lunch hour on school property. The student had a knife held in his shirt sleeve and held it out toward another student . The victim's hand was cut and he left school property and went to an uncle's house. The victim called the police and they took a statement from the victim who identified a student as the offender. The victim did not require medical attention and remained with his uncle. Police officers arrived at the school, explained what had happened and arrested the student and removed him from the school without incident. No knife was found on the student.
	SE	An elementary/middle school night caretaker reported to police that he was approached by a man with what he thought was a handgun . No handgun was found.
	NE	A secondary school male teacher entered the staff washroom and observed two students engaged in a sex act. Both students were taken to the office. The administration then contacted the police and safe schools. The police investigated and determined that the sex act was consensual. Given the age of the female student, criminal charges were laid against the male student. He was charged with invitation to sexual touching and held in custody for a bail hearing. The school will discipline the female student.
October 2006	SE	An elementary/middle school student informed the principal that he had been threatened by three others. One was in possession of a pellet gun . Police were contacted and attended at the school. There was a gesture made by one of the boys but no weapon. No charges were laid. The school will consequence all involved.
	NW	In the early part of the afternoon there was an incident at a secondary school in the north east staff parking lot resulting in two individuals (one student, one non-student) receiving gunshot wounds to the legs . The school was under lockdown.

Date	Quadrant	Description of Incident
	NW	Three males (not students of the secondary school) walked into the school and were asked to leave by the safe school monitor. At that point one of the males lifted his shirt and showed the hall monitor a large knife . The three males left the school. It is believed they were looking for two students from the school. The police were called and two of the three males were apprehended.
	SE	A secondary school student was involved in a fight in a driveway by the school. The principal responded. One student produced a taser gun and was threatening students. No student was injured with the taser. The student was arrested and charged with possession of a restricted weapon.
	NE	Two students of a secondary school were leaving the school at lunchtime in their vehicle. An unknown person smashed out the back window of their vehicle. Staff members heard the loud noise and believed shots were being fired at the vehicle . The police were called and uniformed officers attended. Members of two rival gangs were identified and the police are gathering information for charges. This was not a school-related event.
	NE	A former elementary/middle school student was shot and killed in an apartment building close to the school. Several students and staff knew this student and are very upset. The principal contacted safe schools.
	SE	A female from a secondary school was causing a disturbance in a class. The EA asked her several times to settle down but she refused to do so. The EA removed her from math class. When in the hall the student told the EA that if she continued to bother her she would slice her throat. Based on this the principal commenced an investigation. Police were contacted and arrested this student for threatening death . Upon searching the student police found she was in possession of a Swiss Style Army Knife .
	SE	An unknown male fired a gun off near an elementary/middle school . The school was placed into lockdown and safe schools attended. A suspect was arrested in an adjoining apartment.

Date	Quadrant	Description of Incident
	NE	Two students from a secondary school were involved in the robbery of another student at school . One of the student's was in possession of a knife. The school suspended the students and has imposed a limited expulsion on the two students. Students will be SST.
	SW	A student at an elementary/middle school threatened classmates, saying he had a knife and was going to stab them. A knife was found.
	SW	A parent saw what he believed to be a handgun fall from the belt of a student from an elementary/middle school. The student was charged with possession of a replica gun.
	NW	An elementary/middle school student brought a knife to school and threatened another student with it . He gave the knife to another student and when asked about the knife, denied having it. Upon further investigation, he in fact did bring a knife that he obtained from someone else. The police were called.
	NW2	In the early part of the afternoon three students from an elementary/middle school, reported that there was a middle aged gentleman that pointed a gun at them . They ran away, told a teacher and reported it to the office. All students were brought inside the school and police were called. The school went into lockdown.
November 2006	NW	Approximately ten students from an elementary/middle school attended another elementary/middle school looking for one particular student. At least one of these students was wearing a blue bandana over his face. Some students reported that they saw intruders with knives . Apparently this same group of intruders came by the school two days earlier at the same time of day. The students were chased off of the school property by the Vice-Principal and a teacher. The police were notified and statements were taken.

Date	Quadrant	Description of Incident
	SE	A fight started at a secondary school during the lunch hour. There were three students on the football field of the school. A fight started and after one of the students was assaulted numerous times he left. He returned with a friend and met up with the guy who punched him out. The friend asked him if he had a problem with one of the boys. He then pulled out a handgun and pointed it at the student . The student then put his hands up in the air and told the guy to go ahead and shoot. He did fire off two shots. The student kept his hands in the air and said to the shooter what you can't hit me. A chase began. The school was locked down for a couple of hours while the police set up a perimeter. Police are continuing to investigate.
	SW	A secondary school student threatened another student with a knife at lunch . Police have laid charges. The student cannot return to the school. Limited expulsion will be imposed.
	SE	Two secondary school students were in the boys' change room getting ready for gym class. One of the students placed a knife on the shoulder of the other . The other student looked at the knife and asked what he was going to do. The reply was "what would you do if I stabbed you". There was a short conversation; he then asked what he would do if he robbed him. The student said call police. The subject student continued to hold the knife on his shoulder and the victim finally pushed him away and left the room. The police arrived and arrested the subject student.
	NE	Two secondary school students were being investigated by police for sexually assaulting another student . Police have completed their investigation and at the request of the victim they are not laying charges.
	NE	A male adult was shot and killed in a house close to an elementary/middle school. There is a heavy police presence in the area. The deceased is the uncle of a student at the school .

Date	Quadrant	Description of Incident
	SE	<p>Two female students from an elementary/middle school alleged that a male person in a ravine by the school sexually assaulted them at lunchtime. Police were called and did lay criminal charges against one adult male. Previous warnings had been sent home with the students regarding visiting the ravine before, during and after school hours.</p>
	SE	<p>An elementary/middle school student reported that he had been approached by other students and offered a loan of a gun for money.</p>
	NW	<p>Three calls were received in one day at this secondary school advising that there was a gun in the school. Police and safe schools were notified. The call was traced to a telephone number of a residence. The calls were believed to be only crank calls.</p>
	NW	<p>A secondary school student was returning to his classroom with a glue gun passed a teen who stated he had a real gun and pulled what appeared to be a gun from his pocket. The student saw the handle and trigger only. The witness did not recognize the teen as a student of the school. The incident was reported to the police.</p>
	NW	<p>A student of an elementary/middle school brought a knife to school and used it on another student and cut his hand. The student originally indicated that he fell and cut himself on a piece of glass. A day latter it seemed that a knife was involved. The knife was found in possession of another student who indicated it was given to him to hold. The student in question admitted to using the knife and giving it to someone to hold for him. Both police and parents were contacted. After their investigation the police arrested the student, but did not charge him because of his age. The school communicated with the parents and all were satisfied with the final outcome.</p>

Date	Quadrant	Description of Incident
December 2006	NE	A female student from an elementary/middle school disclosed to a teacher that a male student sexually assaulted her . The incident took place at the school. The assault involved the male grabbing the buttocks of the female student. The administration contacted safe schools and the police. The police are presently investigating and the suspected student is not at school.
	NE	A student at a secondary school is facing charges in connection with a robbery and gang style rape . He was released from custody and is now facing charges.
	NW	A secondary school received information that there was a gun in a locker in the school . 911 were called, as were the safe school administrator, the superintendent and others. Police attended and a replica firearm was confiscated from the locker.
January 2007	SW	Two elementary/middle school students found a handgun buried in the wood chips of the playground . They gave it to a supervising teacher. Police were called and the school was placed in lockdown while police searched the grounds. No other weapons were found. School was released from lockdown in the early part of the afternoon.
	NW	10 of 12 students from a secondary school were arrested for a series of assaults and robberies in the community . One arrest occurred in the evening and the other nine students were arrested quietly at the school. Police are seeking two other students.
	SW	A sexual assault and forcible confinement occurred in an elementary/middle school. The suspect has been arrested.

Date	Quadrant	Description of Incident
	NE	An elementary/middle school student brought a large knife to school and was showing it to other students . The principal investigated and recovered the knife from the student and contacted safe schools and the police. The principal is requesting a 20-day placement at A2S.
	NE	A secondary school student was robbed after school . The robbery occurred after dismissal in a mall across the street from the school. The victim was robbed at knifepoint in the males' washroom. Four suspects were involved in the robbery and three were identified as students. The three suspects were arrested. The fourth youth involved and threatened the victim with a knife has not been identified. The three arrested youths were held in custody.
	NE	A student from a secondary school was on his way home when he observed a male wearing a balaclava and in possession of a handgun . The student returned to school, reported what he had seen to the Vice-Principal and the police were called. The police have submitted a report but have no direct leads to identify a suspect.
	SE	A group of students were in the second-floor hallway when a fight started at a secondary school. The Vice-Principal went to investigate and was informed that intruders came into the school and could have been armed with bats and possibly had a gun . The Vice-Principal contacted the police and an investigation was commenced. The event occurred at the end of the school day and as a result, the school was not placed into lockdown.
	SE	Two girls from an elementary/middle school reported that they had been touched in a sexual manner by a male student . The Board's Social Work Department is involved in the investigation.
	NE	The police are investigating a robbery possibly involving students from a secondary school. The robbery took place on the weekend at a student's home. A male threatened the student with a shotgun and robbed him . The police officers believe that all suspects and the victim attend the same school. The police are in the early stages of the investigation.

Date	Quadrant	Description of Incident
	NE	Two elementary/middle school students were walking home and were approached by a young man wearing a bandana over his face. He told the students to empty their pockets and told them he had a knife . Both boys did what they were asked and afterwards called police who are investigating.
February 2007	SE	Four students from a secondary school had met up with a female student at her apartment building. They all got on the elevator and as the door closed, one boy pushed the stop button. Each boy then sexually assaulted the female by grabbing her. She refused to co-operate and when released she reported this to her parents. Police attended at the school and all four boys were arrested and will now face sexual assault charges.
	SW	A student at a secondary school provoked a fight with a student who looked similar to someone who had stolen from him. The fight was broken up by a teacher and the student returned with a knife. He swiped at other student, missed, put the knife in his pocket and left the school with the victim's jacket and bag. The police apprehended the student but neither the knife nor the victim's wallet, which had been in his jacket, was found. The student was charged.
	SE	Three male students from a secondary school had followed a female student from the school. They got onto a bus with her and would not let her leave the bus. When they got to the second stop they left the bus and got onto another eventually ending up at the home of one of the boys. Once there they sexually assaulted this girl. All three boys were charged with sexual assault and forcible confinement .
	SE	A female student from an elementary/middle school reported to the police that she had been sexually assaulted by an adult male at the school. The incident was then reported to the staff and the adult student was sent home. Police concluded the adult male would be charged with sexual assault .

Date	Quadrant	Description of Incident
	NW	An altercation broke out between two students in the hallway of a secondary school. The Vice-Principal and hall monitor had separated the two students. The students went to the office and wrote out their statements as to what had transpired. Another student brought one of the student's backpack to the office and reported that there was a gun in it. When the principal asked the student if there was a gun in the backpack, the student's reply was "If there is a gun in my backpack, it's not mine." Police were called and upon checking found a BB gun (replica) in the backpack . Parents of all students being questioned were called and police arrested one student for threatening death.
March 2007	NE	A staff member noticed a knife fall out of a student's pocket at a secondary school and notified the principal. The knife was recovered and the principal commenced an investigation. The youth involved is already before the courts on serious charges involving weapons. He has bail conditions that prohibit him from possessing any prohibited weapons. The knife that he was possessing at school was a paring knife and not a prohibited weapon. The officers who arrested this student on his original charges will be following up with the student and principal.
	NE	A student attending an elementary/middle school shot his older brother in the leg with his father's gun. This took place in the family home on the weekend. The victim is student at the school. He is presently being treated in hospital for non-life threatening injuries. The identities of the youths were not released. The police are investigating.
	SW	A male student at a secondary school tried to drag a female student into the washroom to perform fellatio. She broke free and ran to the principal. Upon arrest of the male, police found 10-dime bags of marijuana. Safe schools was called and attended at the school. The student will receive placement.
April 2007	NW	A student at a secondary school was shot outside the school and later died in hospital. A vehicle was seen leaving the scene and found later in the NW part of the city. Several men were arrested. A second degree murder charge was laid against one.

Date	Quadrant	Description of Incident
	SE	A recently registered male student at a secondary school is alleged to have touched a female student on the way to school . The event did not happen at the school and involved a non-TDSB student. The Catholic District School Board has been notified. The principal of at the school reported the incident to the police who are now conducting an investigation. The student has been denied access to the school pending the investigation.
	NE	A female elementary/middle school student reported to the Vice-Principal that two male students sexually assaulted her . The police are investigating. The police arrested and charged both boys with sexual assault. One student received an additional charge of criminal harassment. These alleged offences took place in the school during school hours.
	NW	A student from a secondary school in the area was shot at a Community Centre . The principal was informed of this shooting by two friends of the deceased.
	NW	A student of a secondary school was arrested by police from for threatening another student with a gun .
	SE	An adult male student at a secondary school was walking past a group of students when he heard one of them say that he was going to bring a gun and shoot the teacher . The adult did not tell anyone but did send an e-mail to the S.O. Safe Schools. The safe schools office attended the next day with the police. It was found that a group was standing near a room and did speak about the incident. The words shot were heard. Police were involved and will submit a report.
	SE	A shooting of a secondary school student occurred in the general vicinity of the school. The incident involved a drug deal wherein a male was shot in the abdomen . The victim would not say who had shot him and would not support police in response.

Date	Quadrant	Description of Incident
	NE	A secondary school student was arrested at school for robbing another student on the weekend. He was charged with robbery and assault with a weapon . It was also alleged that this student struck the robbery victim with a baseball bat. This took place at the school. The police kept the student in custody. He was released by a judge and placed on conditions that he not to return to the school.
	NE	A citizen reported to the police that he observed a young male near an elementary/middle school in possession of a handgun . The police notified the principal who then put the school in lockdown. The police searched the area with negative results. The playground was searched. A replica pistol was located hidden near the play equipment. This replica was a spring-loaded BB gun.
	SE	A female student at a secondary school reported that she was sexually assaulted while returning from lunch . Police did not locate the suspect and the school did not go into lockdown as the incident happened some distance from the school and the suspect was last seen walking in the opposite direction.
	NW	A female student from an elementary/middle school was sexually assaulted by three male students over a period of time . All were students from the school. The police were called and the three boys were arrested and charged.
May 2007	SE	Three students from three separate secondary schools were observed off of school property. One of the students was in possession of a sawed off shotgun . The police located the three boys and the loaded sawed off shotgun. All three were taken into custody and held pending a court appearance. The principals of the schools will be updated as soon as possible.
	SW	A student brought a BB gun to school and shot at two students . The student was charged by police. Another student was charged with aiding and abetting, obstruction of justice. Both students received limited expulsions.

Date	Quadrant	Description of Incident
	NW	A student from an elementary/middle school directed comments to a teacher stating that he had a gun at home and that he was going to bring it to school to shoot people , mentioning his various staff. In addition, he made fun of the death of the student at C.W. Jefferys school.
	NW	A secondary school student was beaten up at lunch by several people who were not students of the school. The student may have been threatened with a gun , though that is unconfirmed. Police, safe schools and Board security responded. The school was put into lockdown while police investigated. The school was released from lockdown mid-afternoon. Police are still investigating.
	NE	There was a report of a person with a gun being on the property of a secondary school . This individual was seen standing by the fence at the south side of the school. The incident was reported to the police by staff. It is possible that this person with a gun was friend of a student. The principal was notified and the police were called. The police also had a report of a person with a gun at another secondary school and it could involve the same person.
June 2007	SW	At the end of a practice lockdown, a student at an elementary/middle school confided in a teacher that another student had a gun . A pellet gun was apprehended by the principal. Police were called and safe schools is assisting with writing a letter to parents.
	SE	A female student reported to the principal of an elementary/middle school that another male student sexually assaulted her . The principal contacted police who have commenced an investigation.
	NW	A secondary school student was seen with a replica firearm in a classroom . The school went into lockdown mode for approximately one hour at which point the student was arrested and removed from the school by police.

Date	Quadrant	Description of Incident
	NW	After school, students of an elementary/middle school complained that a former student was on school property and shooting pellets from a pellet gun . He aimed the gun at the students and shot the pellets at them. The principal advised that they managed to get the accused inside the school, but that he quickly left. Police were called.
September 2007	NW	A student from a TDSB secondary school and a student from the Catholic DSB were charged in connection with the robbery and assault of two students from another TDSB secondary school.
	NW	During the lunch hour today, two male students of a secondary school, who were having lunch at an eatery across the street from the school were robbed by two males and assaulted . 911 were called and police arrived on site. The males, who allegedly robbed the victims, were not students from the secondary school and they were arrested shortly thereafter.
	NW2	Six students from an elementary/middle school were spotted in a local plaza, by a community member, who reported to police that they were in possession of a gun . Police retrieved a pellet gun from a student but no charges were laid.
	NW	Six students from an elementary/middle school were spotted in a local plaza, by a community member, who reported to police that they were in possession of a gun . Police retrieved a pellet gun from a student but no charges were laid.
	NW	There were two incidents of sexual assault involving several students after school at this elementary/middle school. A police investigation is underway. The students are at home currently and arrests may be imminent.
	NW	A secondary school student and her parents reported to the principal of the school that she had been touched inappropriately in a sexual way in a stairwell at school the day before. Police were notified and a student at the school was charged with two counts of sexual assault.

Date	Quadrant	Description of Incident
	SW	A teacher at a secondary school held a pellet gun to his head in class and pointed it at a student. Police were called to school and safe schools spoke with administrators.
	SE	The police arrived at a secondary school and informed the principal of a handgun . Police believed that the student could have had the device at the school. The student was located and interviewed. He denied any knowledge of this and was eventually cautioned. The principal decided, due to the serious nature he would complete a locker search. The student went with the principal and Vice-Principal to a locker on the first floor. This was found not to be his locker. The principal let the student go for lunch. He alerted the H/M and they found him on the second floor trying to get to his locker. He was prevented in doing so. After some interviewing with the principal and police he informed the principal that he did in fact have a pellet gun. The police cautioned him as the gun recovered did not have any load and was missing the Co2 charge. The principal contacted the parent and is continuing with his investigation.
	SE	A female student at this secondary school had reported to her teacher that she had been initiated at the school. Several boys were involved in a sexual initiation of this female student . The Vice-Principal has now contacted police who will attend and investigate the matter. The Vice-Principal did not have any conversations with the victim student but did speak with her mother. The mother did not want anything done with the incident. The investigation continues.
	NW	A student from a secondary school was assaulted at a bus stop near by approximately eight other male students. Police were called when the victim boarded a TTC bus. One student was apprehended and found to be in possession of a large knife . The principal was informed by the parent of the victim later that evening. The identities of the perpetrators are unknown at this point, but they were carrying red bandanas and wearing hoodies.

Date	Quadrant	Description of Incident
	NE	A group of secondary school female students assaulted and robbed other female students at lunch. The police were called and one student was arrested. The Vice-Principal contacted safe schools. The arrested student was charged with robbery and the police are still investigating attempting to identify other suspects. Safe schools will be monitoring and assisting the administrators.
	NE	Two students from an elementary/middle school were arrested for robbery . The victim alleged that he was threatened with a knife, although no knife was seen. The police investigated and two students were arrested.
October 2007	SE	During the lunch hour at a secondary school a vehicle arrived at the school with several occupants. One of the occupants went inside the school to look for a student. He was observed by the hall monitor going to the bathroom. The hall monitor went to check and the student left. Inside the hall monitor found a knife . The police responded and the student was still on scene. He was located and arrested. The student now faces charges of weapons dangerous.
	NW	Eight elementary/middle school students were charged with sexual assault . The events occurred after school on. The incidents were caught on school cameras. School discipline is pending.
	SW	A student from an elementary/middle school disclosed to an EA he had his own website on which he was holding a rifle . He made a statement that he wanted to shoot someone. A meeting is scheduled with the EA and Special Education regarding logging and risk assessment for the student.
	SW	An intruder with a knife was seen by a student at lunch at an elementary/middle school. The police were called. The school was in lockdown and all students were put in the gym during the lunch hour.
	SW	During an investigation, staff searched a student's knapsack at a secondary school and located an asp, two knives and two pellet guns .

Date	Quadrant	Description of Incident
	NW	A secondary school student left an auditorium assembly, got into an argument with another student, pulled a knife out of his pocket and tried to stab the other student . The victim was cut on his left palm area near his wrist.
	NE	An elementary/middle school student brought a pellet gun to school. He was seen firing off the gun by a teacher. The administrators were notified and they called the police and safe schools. The police attended and seized the toy gun and cautioned this student. This student was limited expelled last year for a weapons offence. The student is being suspended and safe schools will be having a re-entry meeting with the student and parent.
	NE	A secondary school male student threatened two female students with a knife at school . The administrators contacted the police and safe schools. The police arrested the student for threatening death, assault and carrying a concealed weapon. He was placed on police conditions that prohibit him from attending the school.
	SE	A secondary school student was arrested off of school property for possession of a replica gun . He had it in the school in the morning. The student was arrested but not charged. The principal is conducting an inquiry with consequences to follow.
	NE	A male student at a secondary school sexually assaulted a female student off of school property during the lunch break . This happened two weeks ago. The female recently disclosed this information to her guidance councilor. The administrator was notified and contacted the police and safe schools. The police attended and arrested the student. The police are interviewing other students and then the school will commence their own investigations.
	NE	It was reported that two elementary/middle school students were in possession of weapons. The principal investigated and found two pocket knives on the students . The principal phoned the parents and sent the students home. The principal is following up with safe schools and will be calling the police.

Date	Quadrant	Description of Incident
	SE	Police reported a gun related incident in the area of an elementary/middle school to the principal. The school did not go into lockdown, but students were kept inside.
	NW	Four male students from an elementary/middle school were involved with three female students in the school at the end of the day. Police were contacted. Two male students have been charged with sexual assault requiring safe school transfers from the school. In addition, the principal will commence a school-based investigation.
November 2007	NW	A male student at an elementary/middle school has fashioned a weapon, that is, a razor blade on the end of a stick and knocked two students on the arm with the weapon. In addition, a pellet gun was found outside on the ground . When confronted by the caretaker, he claimed it was not his. The principal will be consulting with police. The parent will be contacted and the social worker is already involved. Discipline is pending and safe schools attended at the school.
	SE	A secondary school student assaulted another student with a knife on school property . Police arrested the student with conditions not to be near the school. The principal issued a 20-day suspension pending possible expulsion.
	SE	An elementary/middle school student had a pellet gun taken away by a local storeowner after school. Police investigated and laid no charges. The principal will issue consequences.
	NE	The police were investigating a complaint of sexual assault at an elementary/middle school. The police interviewed a number of students and arrested two male students. The two students were each charged with sexual assault and criminal harassment .

Date	Quadrant	Description of Incident
	NE	A parent the principal of a secondary school and told the principal that her daughter was a student at the school and that she was sexually assaulted in a school washroom . The parent was requesting a transfer for her daughter. The principal called the police and safe schools. The police interviewed the female student and she alleged that she was sexually assaulted by four male students, one who was armed with a handgun, in the boys' washroom. School surveillance video assisted in the investigation. The police initiated a school lockdown while they arrested four students and searched for the gun. One of the arrested students had a folding knife in his pocket. Two of the four arrested students are safe school transfer students into this school. All arrested students are in custody at this time.
	SE	A female student at an elementary/middle school alleged that she had been sexually assaulted by a number of male students . She indicated that there might be other female victims. The principal will commence her investigation once police and CAS have completed their investigations.
	NW	A student at a secondary school has been a victim of bullying on a number of occasions; on school property during class time, in the halls and within the school vicinity. Concerns were brought to the principal's attention and additional information was brought forward. Since the end of September, the student had been searched, robbed, threatened and physically assaulted . Police were called and came to the school to investigate the concerns raised. Four male students were arrested and charged . There may also be two further arrests pertaining to this case.
	NW	A student from an elementary/middle school reported seeing a male across the street from the school with a gun . Police and safe schools were contacted.
	NW	Two female students at an elementary/middle school reported to staff that during the lockdown they were inappropriately touched by two male students while in class . Police were on site and have begun their investigation. The principal contacted the parents of the victims, as well as the parents of the two male students. A social worker was also contacted and will attend the school to support the students.

Date	Quadrant	Description of Incident
	SW	Students from one secondary school robbed students at knifepoint from another secondary school after watching a sporting event basketball game. Police are investigating. Witnesses will not come forward. Administrators from each school are investigating.
	SW	A student from a secondary school used a taser on another student. He may have used this weapon on others. The principal is gathering information. The student was charged with assault with a weapon. The principal will complete the inquiry.
	NE	Two students from an elementary/middle school were observed by a teacher possessing knives in the playground . The Vice-Principal called the police and safe schools. The police attended and cautioned the students.
	NE	A student from an elementary/middle school threatened another student with a knife in the playground . The police and safe schools were notified. The police will be cautioning the youth and safe schools is assisting the principal with the school investigation.
	NE	A student at a secondary school had an altercation with the Vice-Principal. The student was suspended. The mother spoke with the Vice-Principal indicating that the student had a "bibi" gun. The police, safe schools and the principal were all called. Police arrived at the school and searched the student. Police found the "bibi" gun . The student was arrested.

APPENDIX E

Zanana Akande

B.A. and M.Ed

766 Spadina Rd
Toronto, Ontario
M5P 2X4

On November 16, 2007, the Panel requested that I prepare a report responding to the following question: *What, if anything, about the education culture at the TDSB creates inhibitions to reporting issues of school safety and/or excessive resistance to scrutiny?* Please accept this document as my report on the above question.

Introduction

By way of overview, this report describes my views, supported by my own experiences as well as discussions with others in the system, of the environment and factors at the Toronto District School Board (“TDSB”) which inhibit open discussion and encourage reluctance to report issues of school safety. These views have been developed over time, and through many roles and related lenses. In particular, the perspectives expressed in this report have been garnered from my experience as a teacher, consultant, principal in the York City Board of Education and the TDSB, as an advocate, as a workshop presenter, and as co-chair of the TDSB’s Task Force on Safe and Compassionate Schools, 2003- 2004. The views expressed in this report have also been developed in discussion with TDSB staff working in various capacities in the board. My experiences and discussions with fellow educators have led me to one inescapable conclusion — that there is a culture of silence at the TDSB that inhibits the reporting of school safety issues and more generally creates reluctance to scrutiny. As a result, a great deal of this report will be focused on identifying this pattern of behaviour which has evolved over time and seems to have become a part of the culture of the TDSB.

Reprisal and Disapproval

The dominant characteristic about the culture of the TDSB is that of excessive concern about reprisal and disapproval. This fear of offending those in authority filters through from the trustee level to teachers in classrooms and support staff. Fear of reprisal and career limitation restricts the behaviour of those interested in promotion or maintaining an achieved desired placement.

The fear of reprisal and disapproval is demonstrated most commonly by a reluctance to question issues, decisions, and processes implemented by those in authority, even when they seem unclear or unwise. Although these decisions are not questioned in the appropriate arenas or questions directed to the staff with immediate responsibility for the activity, they are often dissected privately with peers. This collective activity has significant importance because it is through these discussions that the propriety of silence and the fear of reprisal are communicated.

New staff learn early that questioning or seeming disagreement are not welcomed as characteristics of creative thinking or a desire to contribute, but rather a voice of opposition or independent arrogance. A former school principal emphasized that “the critiques and suggestions of those who must initiate the programs in the schools and make them work for kids, are not welcomed as valid suggestions and taken seriously”.

So widespread is the fear of reprisal or even adverse attention that staff members assume this rejection of opinion to be ever-present, even with staff with whom it has not been demonstrated and in situations where it has not been tested. The concern that “speaking out” may be career limiting is commonly shared not only by peers, but also by mentors assisting those who seek promotion. The mentors’ teaching is not without basis or examples in the history of the board. Stories are told about school staff that have been embarrassingly ridiculed when questioning a decision or reporting what they believe is students’ negative behaviour. Mentors have shared with me examples of gifted educators

who have not been promoted because they questioned management's plans or suggested improvements.

Fear of Responsibility

Many teachers believe, and some cite incidents to support it, that if they act independently to question or report serious incidents they risk isolation from their colleagues who may fear association with someone who is not conforming to system behaviours and may be attracting negative repercussions.

Not to be overlooked, but to be clearly understood, is the emphasis that the Ontario Teachers Federation puts on teachers thorough documentation of all incidents involving students discipline. Behaviour logs and safety plans must be kept current, and incident reports written within twenty-four hours of the incident occurrence. This necessary emphasis on the importance of documentation, its possible use, and the repercussions of inaccuracy or lack of detail if the incident becomes a part of a lawsuit, only adds to some teachers' fear of reporting. As a result, many teachers are reluctant to witness or admit to witnessing exceptional behaviour incidents.

An equally important issue is that teachers are compelled to give a copy of an accusation against another teacher to the teacher who stands accused of committing a wrongdoing. This process, long established by the Ontario Teachers Federation, discourages trivial and ill-considered accusations, as well as supporting clear consistency in the accusation, and the right of the other teacher to respond. However, the process itself reduces the likelihood that many teachers will report on their peers. In addition to the formality of the process, although definite and ethical, a teacher's fear of being involved with the board, if the accused teacher launches a lawsuit, reduces the likelihood of reporting.

Fear of Students

In addition to the fear of isolation from their peers and the fear of some administrators' disapproval, is the fear, felt by some school staff, of the students. It is a generally accepted belief, even if exaggerated by number, that some teachers' automobile tires have

been slashed and they themselves threatened by students whom they have disciplined or reported. In such an environment, knowledge of wrong-doing, in particular collective wrong-doing, is sometimes ignored, then denied, or finally treated like the proverbial hot potato, passed quickly to someone else who, hopefully, will assume total responsibility and see that the issue is solved. If the person to whom the information is passed is not a school administrator then the same pause, indecision and hesitation in reporting could occur with the same basic cause, fear.

Fear of Speaking Out Publicly

Reports are shared of principals who are telephoned and reprimanded by those in authority after the principals openly questioned or disputed practices and decisions at a principals meetings. I have personally experienced this issue while I was attending a principals' meeting in the pre-amalgamated York City Board of Education. At the meeting the principals were reprimanded by the administration for questioning a promotion appointment made outside the established process. The principals were reminded that the administration had "long memories". From this and the frank content of the presentation of the administrator, as well as the discussion that followed, the principals inferred that such questioning was not welcomed by the administration, and could have negative affects on their individual careers, especially for those who might be seeking promotion.

Reports are shared about staff whose actions to initiate changes were considered too aggressive and independent. These staff members were labelled as "not team players", and experienced career limitations. Also discussed are the experiences of staff members who have acted exceptionally, but well within their work situations, and have suffered resultant isolation by their peers. A case referred to me two years ago is an example of both of the above situations. A staff member felt she was being harassed by the administration at her school for her focussed attention to implementing an inclusive program, as well as her consistent and positive contact with the parents and community. Since she distrusted the involvement of her association, it was necessary to solicit the advice of an outside labour union.

It is important to note that principals not only react to this fear of ‘speaking out’ or questioning the system, but also are seen as inflicting the same limiting expectations and threat of reprisal on others by evaluating their behaviour as troublesome and reporting it to the supervisory staff of the board. In fact, a principal’s ability to maintain a seemingly supportive, if acquiescent staff, is often rewarded. This reinforces the cultural belief that silence is valued.

Silence at the Board and Administration Levels

The culture of fear and silence begins at the Board and administration levels. There has been no clear and maintained division between the responsibilities of the elected trustees and the administrative *staff* at the TDSB. According to a board administrator, “A tug of war between the Board and administration about the areas of power for each group has resulted in the administration, especially at the school level, operating more like managers than change agents”. This confusion about areas of responsibility is not only difficult for staff, but might also take time, possibly delaying acquiring information about issues needing the focus of both trustees and administration.

Staff members who should report on issues affecting the system in general, a particular trustee’s committee work, or a school district are concerned about gaining the disfavour of the administration or trustees. They are fearful that such disfavour from either group could alter their career paths. Therefore, their reports are often euphemistically stated hiding the seriousness of the situation; or consist of great lists of activity hiding the fact that nothing substantial has been done to address the problem in a timely fashion.

For example, in 2005, I asked for a progress report on the activities of the Workgroup on Safe and Compassionate Schools, struck to study the recommendations and implement a work plan to effect the recommendations made by the Task Force and accepted by the Board. As a result of my request, I was sent an update which reported the percentage of recommendations approved and listed peripheral activities rather than substantial changes.

At the symposium, *Breaking the Logjam: A Blueprint for Progress on School Safety*, (a forum hosted by the Panel and the Ontario Human Rights Commission at OISE on November 21, 2007) Trustee Man Rutka spoke of the culture of fear which exists at the Board and administration level. She has become aware through her attempts to be thorough and get all the pertinent information on issues, that there are staff members who are fearful about submitting reports which might include information ill — received by either the administration or the trustees. This awareness has sponsored her concern that all information should be shared without fear. She subsequently wrote, “ . . . we cannot continue to have people not say what they see and know is happening and be able to offer creative solutions”.

I have been told, when I asked, on behalf of the parents, for some specific information about their child’s suspension, that the staff member was not certain whether certain information could be shared with the parents.

Rumours Perpetuate the Culture of Silence

Usually rumour and its effects are omitted in serious discussions of causes of behaviour. However, in the environment of the TDSB, rumour is a very important factor in the perpetuation of the culture of fear. Rumours abound in the TDSB. Whether or not they are always true is only of secondary importance, because their credibility within the TDSB community depends on only one instance of truth experienced by a colleague or associate, and many claim and share their experiences which support the rumours. Rumour maintains, especially in ‘problem areas’, that there are some teachers and principals who are solicited for information, and who report on their colleagues, the informal meetings of colleagues about TDSB related issues, and information requested.

So shared is the belief that administration and some trustees have ‘inside sources’ that many staff will attend only compulsory meetings, and rarely contribute opinions to informal discussions about issues. Staff members who are thought to be informing on their colleagues are generally kept at a distance, because of the danger they are supposed to pose in reporting anything as negative and undermining. It is difficult to know whether

the belief that there are informers in the system is only a part of the culture of fear or the result of it. But the rumours of informers in the system contribute greatly to a culture of silence, maintained even by those who claim disbelief in the rumours, yet hedge their bets by not speaking openly about school or board issues.

Fear of Outsiders

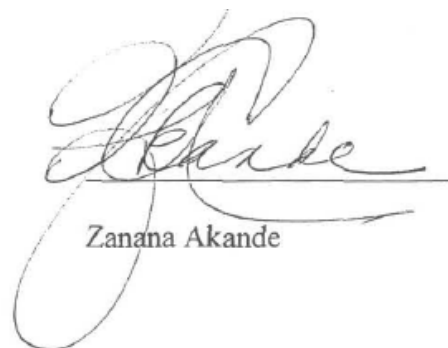
The objects and the issues of fear discussed above are issues which I have had to confront and understand in working in and with the staff of the TDSB. They all contribute to a culture in which information is not freely shared, where opinions are hesitantly given, if at all, and reporting is done as a last resort or when situations or conditions are extreme. Therefore, staff members are unlikely to volunteer to express their knowledge of or concerns about issues to groups designated to receive such information. There is no better example of this than the reluctance of principals to meet with the Task Force on Safe and Compassionate Schools. During our work, the Task Force repeatedly sent invitations to the TDSB Principals Association to present their concerns and issues to the task force. The Task Force was willing to go to every family of schools to meet with the principals, so vital was their role in the safe schools issue. They did not meet with us until the head of the Safe Schools Department in the TDSB summoned together a small selected group of principals, and remained with the Task Force during our meeting with the principals. Many other principals never knew of the meeting. The Task Force was concerned that the opinions we heard were not indicative of the breadth of issues we had to gather later from personal discussions with some principals.

The reluctance of educators to report is also complicated by a professional concern of teachers. Lodged between their aspired identification as professionals and their economically necessary alliance with trade unions, teachers struggle to maintain their debated status as professionals. Recognizing that professionals are policed by members of their own profession, teachers resent the imposition of outside scrutiny, especially when it is lead by a member of another profession. For many, this is professionally demeaning, and does not encourage open and helpful interaction. This attitude, if demonstrated, is

also a hindrance in working with community organizations that criticize current practices and request changes.

Conclusion

The culture of silence in the TDSB has become so normalized by time that it is maintained by some staff members who would not even identify it. Influenced by fears of harassment from trustees and administration, colleague isolation, student reprisal, involvement in lawsuits, negative reporting from unidentified sources, and imposed career limits or alterations, staff effect their roles and conduct themselves through their days without attracting attention. They thereby increase the opportunity to achieve promotion or, for the differently ambitious, to exist in peace. Yet such peace gained through selective silence in a system where vigilant observation and timely reporting are needed may leave students vulnerable; ambition realized through selective silence in a system requiring the creative ideas of everyone and open communication to prune and perfect those ideas for early implementation cheats the system of its opportunities and leaves the students wanting, vulnerable and unsafe. It is my belief that in order to achieve school safety, the culture of fear and silence must be aggressively and overtly devalued.



Zanana Akande

Zanana Akande
B.A. and M.Ed

Curriculum Vitae

Ms Akande holds a B.A. and M.Ed. from the University of Toronto.

Ms Akande has had an outstanding career as a teacher and administrator in all levels of education. She has worked in both elementary and secondary schools. As a consultant, she supported teachers and their programs for pupils with special needs. She designed and developed a school / community program to efficiently integrate secondary school students new to the Canadian system. She was responsible for the design and coordination of the York City Board enrichment program which accommodated students requiring an enriched program, including gifted students from primary, intermediate, and secondary school levels. As principal, she was responsible for the direction of large inner city schools with culturally diverse populations. In total, Ms Akande has dedicated 30 years to the education system in the GTA.

In December, 2003, Ms Akande was asked by the TDSB to co-chair the TDSB's Task Force on Safe and Compassionate Schools, which delivered its report to the Board of the TDSB in May, 2004.

Ms Akande has taught courses in the education of exceptional students at York University and the University of Toronto, and recently at Royal Rhodes University in

Victoria, British Columbia. She has also presented at many universities and school boards across Ontario. Now retired, she continues to work as a speaker and lecturer on topics of equity, inclusive education social change, and community development.

Ms Akande has also worked as a consultant in the coordination of health, social services, and education services; and as a member of the provincial Parliament from 1990 to 1994, representing the riding of St. Andrew/St. Patrick.

During her term in government, Ms Akande served as the Minister of Community and Social Services and as parliamentary assistant to the Premier. She was responsible for the design and implementation of the Ontario Youth program, which created over 5,000 jobs for youth across the province during the summers of 1991 to 1994. She was an active participant on many ministerial committees including the ministerial committee on Youth Employment, focusing on effective wider access for all youth to jobs. Her interest and work in youth employment took her across the province to ensure that the programs responded to the particular needs of the different communities.

Ms Akande's work on the Roundtable on Anti-Racism supported the development of an anti-racist curriculum programs produced by the Ministry of Education.

Ms Akande's community activities have included participating as a Board member of the United Way of Greater Toronto; the Family Service Association of Toronto; the Elizabeth Fry Society; Doctors Hospital, and the Nelson Mandela Children's Fund,

serving as chair of the Education Committee and assisting in encouraging the TDSB to rename Park School as Nelson Mandela Park School. She has also served as the president of the Canadian Alliance of Black Educators, the Toronto Child Abuse Centre and Harbourfront Centre.

Some of her current community involvements include serving as Vice-President of Community Unity Alliance, as Board member of the Factory Theatre, as a Governor of Centennial College, as a Board member of Toronto Community Foundation, and as a member of the Advisory Board of the Youth Challenge Fund.

Ms. Akande has received many awards recognizing her contributions to education and community. Some of these awards are the African Canadian Achievement Award for Education; The Onyx Award for Exemplary Service to Community; Black History Makers Award; the Arbor Award from the University of Toronto; the Award of Distinction from the Congress of Black Women, the Human Rights Activist Award from the Centennial Foundation and the City of Toronto's Constance E. Hamilton Award, awarded for her contributions to the City of Toronto.

Background - Human Rights Settlement Reached with Toronto District School Board

Terms of Settlement

WHEREAS the Commission on July 7, 2005, initiated a complaint pursuant to subsection 32(2) of the **Human Rights Code** (the “Code”) in the public interest and on behalf of racialized students and students with disabilities alleging that the application of the *Safe Schools Act* and the Toronto District School Board’s (“TDSB”) policies on discipline are having a disproportionate impact on racial minority students and students with disabilities. The complaint alleges that the TDSB had failed to meet its duty to accommodate racialized students and students with disabilities in the application of discipline, including providing adequate alternative education services for racial minority students and students with disabilities who are suspended or expelled and that the above amounts to a failure on the part of the TDSB to provide equal access to education services and that this constitutes discrimination and contravenes sections i, ii and 9 of the *Human Rights Code*;

THEREFORE, the parties agree to settle this matter as follows:

1. The TDSB accepts and acknowledges a widespread perception that the application of Ontario’s school disciplinary legislation, regulations and policies can have a discriminatory effect on students from racialized communities and students with disabilities and further exacerbate their already disadvantaged position in society
2. The TDSB will determine the most appropriate methodology to collect and analyse data on suspensions and expulsions under the *Education Act* to determine the extent to which the *Act* is having an adverse impact on individuals protected under the *Code*, in particular, students from racialized communities and students with disabilities.. When collecting the data, the TDSB will ensure that individual data is collected in a manner that is provided for in the Commission’s *Guidelines on Special-Programs*, and the Commission’s *Guidelines for Collecting Data on Enumerated Grounds under the Code* and is used only to address inequities and to promote compliance with the Ontario *Human Rights Code*. The TDSB will take steps to ensure the confidentiality of students in this process. In the event that the TDSB does not issue a clear directive requiring data to be collected commencing in the 2006-07 school year, the TDSB agrees to re-open settlement discussions with the OHRC on this specific issue.
3. The TDSB will rewrite its grid of consequences and all related documents to ensure that the use of discretion and the use of mitigating factors are emphasized. The TDSB will ensure that school principals and all other staff are fully informed of and in compliance with this directive. The parties note that nowhere in the *Safe Schools Act*, regulations or related policies do the words “zero tolerance” occur.
4. The TDSB has provided and will continue to provide appropriate training on racial stereotyping and profiling, anti-racism, cross-cultural differences, and how to effectively deal with students whose disabilities may cause them to be

Ontario Human Rights Commission

5. disruptive in school.. The training will be provided to the administrators of discipline including teachers and all persons in positions of authority.
6. In keeping with its “Equity Foundation Statement and Commitments to Equity Policy Implementation”, the TDSB will continue to train staff that it is an expectation that staff be aware of and sensitive to the presence of racially biased education in the elementary and secondary school curriculum. Where bias is found to exist, the TDSB will ensure that school principals take corrective measures to make the curriculum inclusive of all of the communities it serves.
7. In accordance with its “Equity Foundation Statement”, the TDSB has and will continue to actively recruit qualified and certified teachers and administrators from within Canada and elsewhere who are members of racialized groups and will develop a procedure with respect to the recruitment, retention and promotion of racialized teachers in order that there is an equitable representation reflective of the Toronto Community. The TDSB will undertake to make the College of Teachers and the Ministry of Colleges and Universities aware of the TDSB’s position regarding:
 - a. the need to ensure diversity in recruiting; and
 - b. the need to remove barriers to access for internationally-trained teachers who apply to work in Ontario.
7. The TDSB will facilitate a meeting with the OHRC by January 31,2006 to discuss how the TDSB recruits and enables internationally trained teachers and teachers from racialized communities, who are in the system on a temporary basis, to obtain permanent positions.
8. The Commission requires that while the Ministry of Education’s comprehensive review of the *Act* referred to above is taking place, that:
 - a. TDSB will continue to take appropriate steps to ensure that teachers and all persons of authority are aware of the expectation and that they will exercise their discretion in applying the *Act* in a manner consistent with the Ontario *Human Rights Code* and the OHRC’s *Guidelines on Accessible Education*..
 - b. The TDSB will ensure that principals are familiar with the current requirement in section D of the TDSB Safe Schools Procedures Manual to consider a wide variety of factors when exercising their authority under sections 306,309 and 310 of the *Education Act* and Regulation 37/01 In addition, principals will be informed that when they interpret mitigating factors they should consider whether racial or other harassment predicated the student’s behaviour, and whether the principles of progressive discipline have been followed This discretion shall include consideration of mitigating circumstances and the implementation of practices of progressive discipline, if discipline is appropriate, when considering whether a student can be either suspended or expelled.
 - c. In the case of a student with a disability, educators shall also assess whether appropriate accommodation has been provided when deciding what appropriate measures to take.
 - d. The TDSB will conduct a thorough review of the current protocol between the school board and the police, to be completed by June 2006, while the Act and policies are under review by the Ministry of Education, and will make modifications to ensure that the protocol complies in full with the Ministry of

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Education's "Provincial Model for a Local Police/School Board Protocol", the *Youth Criminal Justice Act*, and the *Canadian Charter of Rights and Freedoms*. Prior to conducting a review, the IDSB agrees to meet with representatives of the OHRC by December 23, 2005 and to invite the other parties to the protocol. The purpose of the meeting is to inform the parties of the OHRC's concerns with the protocol.

- e. Whenever the police are called, the TDSB will contact the parent or guardian of the student (s) or, in the absence of a parent, an adult relative or, in the absence of a parent and an adult relative, any other appropriate adult chosen by the young person, as long as that person is not a co-accused, or under investigation, in respect of the same offence. Where there is no parent/guardian or adult relative or appropriate adult available, the principal or his/her delegate will act in *loco parentis* to the student(s), in order to ensure their *Charter* rights are maintained.
 - f. The TDSB will implement a procedure for student discipline with the goal of avoiding suspensions or expulsions. This procedure will be based on the principles of progressive discipline and will include but is not limited to:
 - i detention;
 - ii. peer mediation;
 - iii. restorative justice;
 - iv. referrals for consultation; and
 - v. transfer
 - g. The TDSB will develop and distribute a pamphlet which clearly delineates parents/guardians' or adult students' rights in situations of pending or actual suspension or expulsion. The TDSB will provide a draft copy to the OHRC for review.
 - h. Principals will be encouraged to provide curriculum in accordance with Ontario curriculum standards forthwith for all suspensions. The TDSB will ensure that no student's education is interrupted by a suspension of over 5 days or an expulsion from their home school under the *Act* by ensuring that alternative educational programs are made available forthwith to such students. Such alternative programs may include, but are not limited to, in school suspension facilities, alternative schools or programs that are, where possible, locally accessible. Further, the TDSB will ensure that such alternative education is provided at a standard equal to the Ontario curriculum.
9. The TDSB will convene a meeting between the OHRC and the TDSB's Special education staff by December 23, 2005. Should an agreement not be reached on the issues (a) to (e) below, the parties agree to re-open settlement discussions on these specific issues:
- a. How to ensure that accommodation is governed by the principle of individualization;
 - b. How to ensure the most effective means of communicating with parents about special education practices and procedures, which would include, but not be limited to, holding information sessions for parents and guardians of students with disabilities which fully inform them of their rights and responsibilities throughout the accommodation process. The

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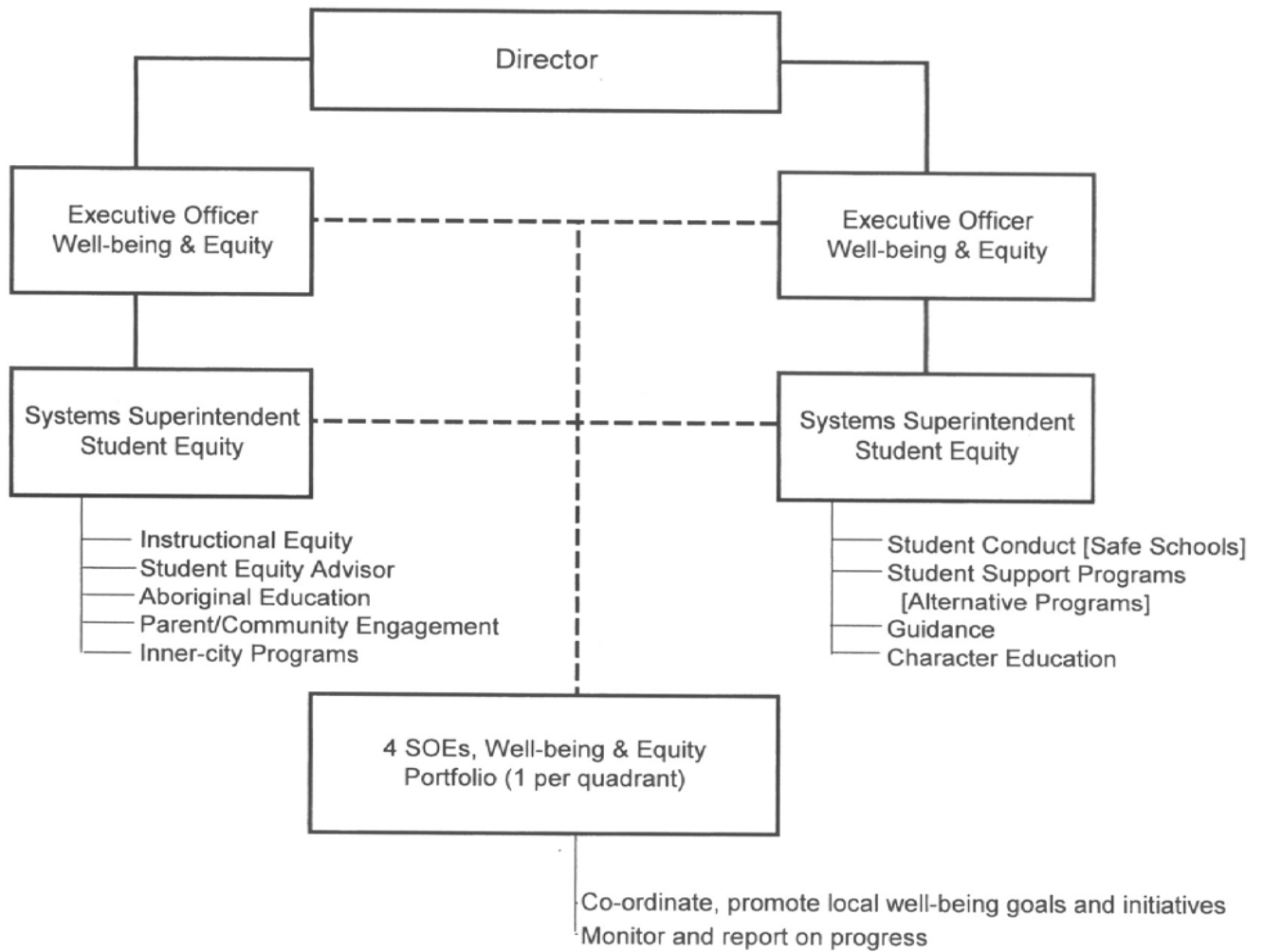
- TDSB will discuss the possibility of holding a minimum of two such sessions per school year, with a session occurring both in September and February. The TDSB will also discuss what steps need to be taken to ensure that any such sessions are accessible to all parents, including parents whose first language is not English, and parents who may have disabilities that require information in alternative *formats*;
- c. How to provide access to educational services for students with disabilities who have been removed from school;
 - d. How to accommodate students whose behaviour was a manifestation of a disability and how to prevent the labelling of such students;
 - e. How to ensure that the IPRC process is transparent and that parents are adequately informed and supported during the process;
 - f. Other recommendations relevant to discipline included in the OHRC's report "*The Opportunity to Succeed*".
10. The TDSB will ensure that a student with a disability who has been subjected to disciplinary measures will be reassessed periodically and will not be removed from a regular school placement indefinitely, unless to include the student would cause undue hardship.
 11. The TDSB continues its commitment to the creation and implementation of Individual Education Plans for students with special needs consistent with the expectations of the Ministry of Education as outlined in Regulation 181/98, Identification and Placement of Exceptional Pupils and the Ministry of Education's Individual Education Plans: Standards for Development, Program Planning, and Implementation, 2000.
 12. The TDSB will determine the present educational status of the expelled students, and where they have not had the opportunity to complete the credits for the Ontario Secondary School Graduation diploma, the Board will implement a system by which the students will be given the opportunity to complete the credits for their diploma.
 13. The TDSB will report on the Summer 2005 pilot project on Africentric schools, as well as any future plans for similar initiatives.
 14. The parties agree that in keeping with the Commission's public accountability and a duty to serve the people of Ontario, as well as to promote understanding of human rights and responsibilities, they will issue a press release relating to the terms and conditions of the Minutes of Settlement, on an agreed upon date, within 30 days of the approval of the Minutes of Settlement by the Commission.
 15. The parties agree that they shall be bound by the provisions of this agreement until the Commission decides whether or not to approve the agreement in accordance with section 43 of the *Code*.
 16. In the event that this agreement is approved by the Commission, it shall continue to bind the parties.
 17. In the event that the Commission does not approve this agreement, it shall be null and void.

See also:

News release: Human Rights Settlement Reached with Toronto District School Board

APPENDIX G

Well-Being and Equity Department



SCHOOL COMMUNITY SAFETY ADVISORY PANEL

AN INTERIM REPORT ON SCHOOL SAFETY

August 28, 2007

Executive Summary

I. Introduction

On May 23, 2007, Jordan Manners, a fifteen year-old C.W. Jefferys' student, died of a gunshot wound at his school. The impact of this tragedy on Jordan's family, and the students, teachers, administration, and parents of the C.W. Jefferys C.I. ("C.W. Jefferys") community cannot be overstated. The belief that schools can deliver a safe haven for our children has been seriously shaken.

The intent of this Interim Report is to provide what the Panel has thus far heard and what the Panel has found with respect to life at C.W. Jefferys. While this Interim Report raises significant systemic issues affecting both C.W. Jefferys and the broader school environment, it is not intended to make broad-reaching systemic recommendations. That aspect of the Panel's work will await the completion of the systemic phase. Four narrow non-systemic recommendations aimed at some very specific items unique to the North-West family of schools are proposed in Section 4.2 of this Interim Report.

Based on the hundreds of hours of consultations and extensive data received to date (see our website at www.schoolsafetypanel.com), there is no merit to the suggestion that the general school environment at C.W. Jefferys is a "lawless war zone". Indeed the school continues to rightly be considered by many parents and students as the "jewel" of the community, due to its high academic standards and enviable arts program as described in Section 2.2(b) below.

II. The Scope of the Interim Report

The Interim Report is not intended to be an exhaustive review of the situation at C.W. Jefferys, nor of the overall policies and procedures at the TDSB. It would be premature for the Panel to offer its final conclusions and recommendations at this stage (just ten weeks from the commencement of the Panel's work) given that consultations and research are ongoing. The Interim Report focuses primarily on the perspectives of students at C.W. Jefferys. It highlights some of the recurring themes with respect to school safety that the Panel has encountered during the initial stages of its work. It is based primarily on consultations with individual students, and the results of a comprehensive survey of C.W. Jefferys students administered on June 18 and 19, 2007. While the Interim Report incorporates some of the Panel's consultations with other stakeholders, including youth, parents, teachers, administrators, trustees and community organizations, a full analysis of these perspectives will await the completion of the Final Report.

III. Student Perspectives on Safety and the “Recurring Themes”

While the Panel heard through consultations with students what can best be described as “mixed messages” regarding safety at C.W. Jefferys, overall a majority of the forty-one C.W. Jefferys students who were directly interviewed told the Panel that their school is one with high academic standards, a diverse student body, a safe environment and an excellent and enviable arts program. These views are largely corroborated by the Panel’s initial consultations with other stakeholders. C.W. Jefferys students are well represented among the recipients of awards and scholarships. C.W. Jefferys students consistently told the Panel that they felt that their school was being unfairly portrayed in the media as a dangerous and violent environment as a result of Jordan Manners’ death. In spite of these overall positive views of students, there were several significant concerns with respect to school safety that were brought to the Panel’s attention. These “recurring themes” have also emerged in the preliminary consultations with other stakeholders. They include:

- **Hallway Students** - Many students were concerned about the number of students who were congregating in the halls during class time, and the resulting disruption of the learning environment.
- **Safe School Transfers** - The Panel encountered near unanimity from stakeholders that the transfer of students from one school to another for reasons related to discipline or violence, without appropriate assessment and intermediary programming, was an issue of serious concern.
- **Difficulties in the Student-Teacher Relationship** - Some students have described a breakdown in the student-teacher relationship, ranging from students “talking back” to teachers, to instances of threats or assault. A preliminary review of the teachers’ consultations supports this view. There is a strong perception amongst teachers that school administrators are unwilling to impose appropriate consequences for student misbehaviour, and that administrators were under pressure from the TDSB to reduce the levels of suspensions and expulsions.

IV. Preliminary Data from the Student Surveys

Relying on the expertise of its Chief Academic, Professor Scot Wortley, Criminologist, University of Toronto, the Panel designed and administered a comprehensive survey on school safety to 423 C.W. Jefferys students (over 50% of the student population). The survey, delivered through an anonymous questionnaire, was intended to address some of the limitations of conducting one-on-one interviews with youth.

Chapter Three of the Interim Report is meant to capture some of the survey data to date. It is by no means the entire picture of life at Jefferys as there is further survey work to be done with the students. The process with respect to teacher data collection is ongoing. The data provides cause for both optimism and concern.

It is of note that, with the exception of the period immediately following the shooting of Jordan Manners, most students feel safe at C.W. Jefferys. Half of the students feel that C.W. Jefferys is still safer than other high schools in Toronto. With respect to the students' general feelings of safety at C.W. Jefferys, students were asked the following question: "I want you to think about the way things were at your school before Jordan Manners was shot. How safe did you feel at your school before the shooting took place?" We then asked the respondents how safe they felt "right after Jordan Manners was shot?" Finally, we asked the students "How safe do you feel at your school today (approximately one month after the shooting took place)? The results indicate that (pp. 33-34):

- Before the Jordan Manners' shooting, the vast majority of students at C.W. Jefferys (81%) felt either very safe (38%) or fairly safe (43%) at their school. By contrast, only 15% of the respondents felt unsafe (11%) or very unsafe (4%).
- The findings suggest that student feelings of insecurity increased dramatically in the immediate aftermath of the shooting incident. Indeed, right after the shooting, almost half of the respondents (48%) felt either very unsafe (23%) or unsafe (25%) at the school. The impact of the shooting can be further illustrated by the fact that the proportion of students who felt safe at C.W. Jefferys dropped from 81% before the shooting to only 44% immediately following the shooting – a decline of 37 percentage points.
- However, it appears that this dramatic increase in feelings of insecurity was temporary. Indeed, by the time this survey was administered to the students -- approximately one month after the survey -- it appears that feelings of safety were returning to normal. Nonetheless, it should be stressed that the data also indicate that the shooting may have a lasting impact on feelings of safety – at least for some C.W. Jefferys' students. Indeed, although the proportion of respondents who report feeling safe at school is significantly higher a month after the shooting (65%) than immediately after the shooting (44%), feelings of safety have not yet returned to pre-shooting levels (81%).

In order to further explore how C.W. Jefferys' students feel about their school, we asked them the following question: "In general, would you say that C.W. Jefferys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?" The results indicate that:

- Despite the shooting of Jordan Manners, three out of every four C.W. Jefferys students (74%) still feels that their school is either very safe (29%) or fairly safe (45%). By contrast, only 13% feel that the school is unsafe and only 6% feel that it is very unsafe. Nonetheless, the fact that one out of every five students at C.W. Jefferys (19%) feels that their school is "unsafe" may be a cause for at least some concern.

We also asked the respondents: “Do you think that C.W. Jefferys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?” The results suggest that:

- Despite the death of Jordan Manners, half of all C.W. Jefferys students (50%) still feel that their school has less violence than other schools. An additional 23% feel that their school is no more violent than other schools.
- Only 13% of the students surveyed feel that C.W. Jefferys is actually more violent than other schools in Toronto.
- These findings are consistent with stakeholder claims that, in general, C.W. Jefferys is a safe school and there are other schools in the area that have more serious problems with violence and crime. These findings are also consistent with student and teacher complaints that C.W. Jefferys has been unfairly labelled and stigmatised as a result of the extensive media coverage of the Jordan Manners’ death.

In contrast, other data indicates that a large proportion of the students who participated in the survey think that there are serious difficulties at C.W. Jefferys including difficulties with student-teacher relationships, disorder in the hallways, students who talk back and disrespect their teachers, discrimination by teachers against students and the presence of weapons, drug dealing and gangs within the school. The results of the survey also indicate that a significant proportion of the students who participated in the study have been the victim of threats, physical assaults, theft and other types of crime – both inside and outside of school – in the past two years. The Panel stresses, however, that the levels of victimization observed in this study are consistent with the findings of other high school victimization surveys conducted in Toronto and other North American cities over the past decade.

Notable results from this section of the survey indicate that (p. 37):

- Theft, bullying and students who bring weapons to school are the three activities that are the most likely to be identified as “serious” or “very serious” problems by the students at C.W. Jefferys. For example, over two-thirds of the respondents (67%) feel that “students who steal from other students” is a serious problem at their school. Similarly, 60% of the respondents believe that students “who bring weapons to school” is a serious problem. Sixty percent also think that “students who pick on or bully other students” is a serious problem.
- It is important to note that over 40% of the respondents believe that weapons are a “very serious” problem at C.W. Jefferys. An additional 18% feel that weapons are a “serious” problem. By contrast, only 9% think that weapons are “not a problem at all.” This finding, however, should be interpreted with caution. First of all, these figures may be somewhat inflated because of concerns in the wake of the

shooting death of Jordan Manners. Obviously, in that case, a firearm did enter the school and a student was fatally wounded. Thus, we must at least consider the possibility that this incident significantly increased the number of students who feel that weapons are a problem at Jefferys. Unfortunately, we do not know how these same respondents would have answered the weapons question prior to the Jordan Manners tragedy. It is also difficult to determine exactly what students mean when they state that weapons are “a serious problem.” Are the respondents trying to tell us that many of their fellow students carry weapons to school on a regular basis? An alternative explanation is that only a few students actually bring weapons to school – but the respondents feel that this small minority represents a serious threat to their personal safety. The issue of weapons is explored further in a subsequent section of this chapter.

- The results of the survey further suggest that the majority of respondents are also concerned with other forms of violence and criminality at their school. For example, 55% feel that fighting is a serious problem at their school and 51% think that illegal drug use is a serious problem.
- Almost half of the C.W. Jefferys students who responded to our survey (49%) believe that drug dealing is a serious problem at their school and 46% believe that gangs are a serious problem. However, it appears that there is somewhat less concern about gangs than other types of crime and violence. For example, while 42% of respondents believe that weapons are a “very serious” problem at C.W. Jefferys, only 18% believe that gangs are a “very serious” problem.

Furthermore other data indicates (p. 38):

- Three out of every four student respondents (75%) agrees or strongly agrees that “students often hang out in the halls and make noise when classes are on.” This is consistent with teacher and student claims that there are serious problems with student noise and disorder in the hallways during class-time and that some students wander or hang out in the halls without consequences.

Regarding specific issues of student victimization, two realities are emerging: Crime and victimization are serious problems for students at C.W. Jefferys, but sadly, these problems do not appear isolated within C.W. Jefferys or even within other schools in the “Jane-Finch” community. Crime and victimization are apparently a reality faced by students at many schools throughout the Toronto region. These Panel conclusions are arrived at as a result of the comparison between the current day survey data at C.W. Jefferys and the extensive survey data for thirty Toronto schools obtained in year 2000. In the latter case, a Toronto Youth Crime and Victimization Survey¹ conducted in 2000,

¹Wortley, Scot and Julian Tanner. 2006. “Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study.” *Canadian Journal of Urban Research* 15 (2): 1-20.

involved a random sample of 3,393 high school students from 30 different high schools in the Toronto region (10 from the Catholic School Board and 20 from the Toronto District School Board). During this study, a detailed questionnaire was administered to student respondents during class time. It should be noted that C.W. Jefferys was not one of the schools included in the 2000 survey. As with the survey conducted at C.W. Jefferys, one of the primary objectives of this project was to document experiences of victimization.

Despite the seven year gap and somewhat different lines of questioning, the existence of the 2000 data provides at least some opportunity to compare the experiences of C.W. Jefferys students to the experiences of high school students from other high schools in the Toronto area (pp. 45-46):

- In 2007, 45% of the student respondents from C.W. Jefferys reported that they had been the victim of minor theft in the past two years. By contrast, in 2000, 38% of high school students claimed that they had been a victim of minor theft *in the past twelve months* and 72% claimed that they had been a victim of minor theft at sometime in their life.
- Similarly, in 2007, 39% of the survey respondents from C.W. Jefferys claimed that they had received physical threats in the past two years. By contrast, in 2000, 39% of 3,400 Toronto High School students who took part in the study claimed that they had received physical threats *in the past twelve months* and 67% claimed that they had received physical threats at some time in their life.
- In 2007, 37% of C.W. Jefferys students claimed that they had been physically assaulted at school in the past twenty-four months. In 2000, 39% of Toronto high school students (from 30 different schools) reported that they had been physically assaulted in the past year and 70% indicated that they had been assaulted at some time in their life.
- Additional analysis reveals that, in 2007, 18% of C.W. Jefferys students claim that they had been threatened by someone with a weapon in the past two years. By contrast, in 2000, survey results suggest that 15% of Toronto high school students received weapons threats in the past year and 28% had been threatened with a weapon at some time in their life.
- Similarly, in 2007, 11% of the C.W. Jefferys students who took part in the study claim that they had been assaulted by someone with a weapon in the past two years. By contrast, in 2000, 8% of Toronto high school students indicated that they had been the victim of a weapons-related assault in the past twelve months and 16% had been assaulted with a weapon at some time in their life.

In sum, the victimization findings produced in 2000, using a large sample of high school students from 30 different schools across Toronto, seem to largely mirror the victimization results produced in 2007 using a relatively small sample of students from C.W. Jefferys. Put simply, crime and victimization may be a problem faced by students at many schools throughout the Toronto region and that life at C.W. Jefferys may not be particularly exceptional in this regard.

In view of the above, the Panel's systemic phase will prove all the more important in respect of proposing school safety recommendations that can enhance school safety for youth across the City of Toronto.

V. Conclusion and Interim Recommendations

The Panel is continuing its consultations and research into the themes identified in the Interim Report, as well as other systemic issues that impact on the safety of students within the TDSB. The Panel's systemic recommendations will be delivered in its Final Report, once its consultations with parents, teachers, union representatives, professional organizations, trustees, administrators, police, community groups, and other stakeholders are completed. In this regard, the Panel remains open to receive presentations and submissions from interested members of the community. The Panel has identified four interim recommendations that it feels are appropriate to report on at this stage. These recommendations are sufficiently narrow that they can be considered for immediate implementation, pending the release of the Final Report:

1. **The completion of a building safety audit at C.W. Jefferys.** The Panel was advised that the formal building safety audit process employed by the Safe Schools office at the TDSB has not yet been implemented in respect of C.W. Jefferys. The Panel recommends that this audit be conducted prior to the return of students this Fall.
2. **Additional Human Resources North-West 2.** The Panel recommends additional human resources support to be made available to NW2 to address the complex needs of this community. Pending its systemic review, the Panel will reserve comment on what, if any, recommendations ought to be made for the reorganization of supervisory roles in high needs communities.
3. **Mediation between the Trustee and Superintendent in North-West 2.** Through its consultations, the Panel has concluded that the working relationship between the Trustee and Superintendent responsible for the North-West 2 family of schools has become dysfunctional. This situation does not serve the students, parents, teachers, staff and administration within North-West 2. The Panel recommends that the Superintendent and Trustee participate in a mediation conducted by an independent interpersonal mediator to attempt to resolve this situation. Both parties have agreed in principle to this recommendation.

4. **Extension of the Panel's Work to Other Schools in North-West 2.** The Panel has been advised by a broad range of stakeholders of serious safety concerns regarding other schools within North-West 2. The Panel recommends that its mandate be extended to November 15, 2007, to accommodate a more intensive review of these additional schools than was earlier contemplated.

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Introduction

On May 23, 2007, Jordan Manners, a fifteen year-old C.W. Jefferys' student, died of a gunshot wound at his school. The impact of this tragedy on Jordan Manners' family, and the students, teachers, administration, and parents of the C.W. Jefferys C.I. ("C.W. Jefferys") community cannot be overstated. The belief that schools can deliver a safe haven for our children has been seriously shaken.

The intent of this Interim Report is to provide what, so far, the Panel has heard and what the Panel has found with respect to life at C.W. Jefferys. While this Report alludes to themes that raise significant systemic issues affecting both C.W. Jefferys and the broader school environment, it is not intended to make broad-reaching systemic recommendations in this Report. These broader recommendations will be delivered in the Final Report, once the Panel's consultations are completed. Four narrow non-systemic recommendations aimed at some very specific items unique to the North-West family of schools are proposed in Section 4.2 of this Interim Report.

Based on the hundreds of hours of consultations and extensive data received to date (see our website at www.schoolsafetypanel.com), there is no merit to the suggestion that the general school environment at C.W. Jefferys is a "lawless war zone". Indeed the school continues to rightly be considered by many parents and students as the "jewel" of the community, due to its high academic standards and enviable arts program as described in Sections 2.1 and 2.2(b) below. This does not change the fact that the life of a 15-year old has been lost to violence within the walls of the school.

Jordan Manners' death is the subject of an ongoing criminal investigation, and thus, what details are known about this death have not been made public. The following is apparent to the Panel: A shooting occurred inside the C.W. Jefferys building. Jordan Manners died as a result of the discharge of a firearm. There is no evidence to suggest that the injury was self-inflicted. Two male youths, known to Jordan Manners and the staff at C.W. Jefferys, have been arrested and charged with first-degree murder.

In the days and weeks following Jordan's death, there was an outpouring of grief and concern. Parents, students, teachers and community members expressed grave fears for the safety of the students. The Toronto District School Board ("TDSB") acknowledged these concerns and, in response, the Director of the TDSB, Ms. Gerry Connelly, and the Chair of the TDSB, Ms. Sheila Ward, announced the convening of the School Community Safety Advisory Panel on June 5, 2007, with the following mandate²:

² Attached as Appendix "A" to this Interim Report is a copy of the Terms of Reference

The independent Panel shall make findings and recommendations to the Director of the Toronto District School Board by July 16, 2007 with respect to:

- The practices and procedures at C.W. Jefferys in the two years prior to May 23 2007 with regards to student supervision, student discipline and building security;
- Factors influencing the ability of C.W. Jefferys in particular or the Toronto District School Board schools in general to maintain student order and discipline;
- Improving practices in TDSB schools with regards to prevention, school supervision, discipline and security which will create a positive, safe and welcoming school environment.
- The Panel will give current and past C.W. Jefferys students an opportunity to describe their experiences in the school.
- The Panel will give C.W. Jefferys employees (teachers, support staff and administration) an opportunity to describe their experiences in the school.
- The Panel will give C.W. Jefferys parents an opportunity to describe their experiences with the school.
- The Panel may make such other enquiries and consultations it deems necessary to achieve its objects, including but not limited to:
 - Community agencies and advocacy groups and Trustees
 - School Board administration
 - Unions and employee groups

Throughout its consultations, a clear and consistent message has been expressed to the Panel:

“That given the number of deaths that have occurred as a result of gun violence in Toronto in recent years, it is not so much a surprise that another black youth has died from a shooting even in a school hallway, as much as it is a surprise that it happened at C.W. Jefferys.”

The Panel infers two things from this repeated theme: First, that this tragedy is a product of the times and as such it would be artificial to describe the circumstances surrounding the shooting death as an isolated incident (i.e. “tragic-yes, surprising-no”). Second, the Panel infers that C.W. Jefferys has historically enjoyed a significant level of respect and prestige in the communities that know the school.

Schools cannot be separated from the larger community. They spring from and form part of the community surrounding them. The social issues that plague the communities outside our schools – such as racism, sexism, violence, poverty and alienation – are also reflected in our schools from one end of the GTA to the other. Our schools will only be

safe and equitable if our communities are safe and equitable. In light of this reality, addressing the root causes of violence and crime must be a high priority.

Following the shooting, many rushed to judge C.W. Jefferys as a “Jane and Finch school”, with all the negative biases and stereotypes that accompany such a label. The communities in the “Jane and Finch” area are some of the lowest income, high-density neighbourhoods in Toronto, but also among the most vibrant and inspiring. However, those associated with “Jane and Finch” are all painted with the same negative brush, and its schools have been portrayed as gangland war zones. Stephnie Payne, Trustee for Ward 4 York West, the school board Trustee responsible for C.W. Jefferys, challenges such a label for the school which, though not geographically part of the Jane and Finch area, “lives in the shadow of Jane and Finch.”

Nonetheless, the Panel has learned through its consultations and research that, as detailed in this report, C.W. Jefferys suffers from significant and emerging challenges, such as the erosion of student discipline and an increase in youth violence. While some of the statistics described in this report concerning student victimization at C.W. Jefferys are alarming, the Panel’s ongoing assessment of the data and experiences of other Toronto schools suggests that C.W. Jefferys is not exceptional in this regard.

Put another way, the death of Jordan Mannors should not be seen as an isolated incident, but rather as a disturbing harbinger of things to come if we, as a society, do not put a stop to the ongoing neglect of significant numbers of our youth. It is a harbinger because the influx of guns in this city has, in the words of one of our community agency deputants created the following sad reality: *“It is easier to get a gun than get a job”*.

SECTION 1.1: THE JULY 6, 2007 AMENDMENT TO THE PANEL’S TERMS OF REFERENCE

In the course of its consultations with teachers, the Panel learned of a serious incident that was alleged to have occurred at C.W. Jefferys in October 2006. The Panel provided a confidential interim report to the Director of Education for the Toronto District School Board on June 27, 2007.

That same day, the Principal and two Vice-Principals from C.W. Jefferys were placed on home assignment with pay. The Toronto Police Service was notified and has launched a criminal investigation into the October 2006 incident. This investigation is ongoing and to date, no charges have been laid.

On July 6, 2007, in response to statements of community concern, the TDSB particularized the Panel’s Terms of Reference³. The Panel was asked to ensure that it included in its review, “the particular risks to the safety of female visible minority students that may exist within our schools.”

³ Attached as Appendix “B” to this Interim Report is a copy of the letter from Jerry Connelly, dated July 6, 2007, clarifying the Panel’s Terms of Reference.

The Panel has initiated consultations and research with stakeholders in the education system, community groups, social service agencies, youth and academics in order to investigate the ways in which factors such as gender, ethnicity, religion, immigration status and race can impact on student safety in schools. This issue will be fully analyzed in the Panel's Final Report.

SECTION 1.2: OVERVIEW OF INTERIM REPORT

This Interim Report will focus primarily on the perspectives of students at C.W. Jefferys. The perspectives of the students were canvassed through two methods – (1) private and individual consultations with C.W. Jefferys students; and (2) the administration of an extensive survey of all students at C.W. Jefferys. The Panel also conducted individual consultations and surveyed the teachers, administrators and staff at C.W. Jefferys. At this stage, however, the Panel feels that it would be inappropriate to provide a detailed analysis of their perspectives and issues as the Panel has not had a full opportunity to consult with some teachers and staff who have requested consultations, the involved unions and various political representative bodies (e.g. the Ontario Secondary School Teachers' Federation). The Panel has scheduled consultations with many of these important stakeholders and will be providing a detailed analysis of those perspectives in its Final Report.

The Panel is cognizant of the fact that a comprehensive report on the state of C.W. Jefferys necessitates the input and voice of the C.W. Jefferys family: students, parents, teachers and staff. As such, where appropriate, the Interim Report will discuss some of the recurring themes that were raised by the students and have been echoed in the consultations with the C.W. Jefferys teachers, staff and administration. In addition, the Interim Report will include some discussion of the perspectives of youth, community organizations, public interest groups, trustees and concerned community members with whom the Panel has consulted.

The individuals who consulted with the Panel did so voluntarily and under the protection of confidentiality, if so requested. These individuals should be applauded for their courage and willingness to assist the Panel's process, as well as their dedication to the goal of improving school safety. In keeping with the confidentiality of the consultation process, the opinions and information provided by interviewees will not be attributed unless the individual has authorized the Panel to do so.

By way of overview, the Interim Report is divided into four distinct chapters. The second and third chapters address the interim findings of the Panel through its various consultations, the research conducted to date, and a preliminary analysis of the student survey.

Chapter 2 of the Interim Report provides an overview of the school environment at C.W. Jefferys. This Chapter will itemize and discuss the themes that have been expressed consistently over the course of the Panel's consultations with the C.W. Jefferys community. Many of these recurring themes have also been expressed in consultations

with youth and parents from the broader school community within the “Jane and Finch” area.

Chapter 3 of the Interim Report discusses some of the preliminary data that has been collected from the student surveys. The data confirms many of the concerns expressed in the previous chapter and raises some additional issues that will be addressed in the Panel’s Final Report. A detailed analysis of the student survey results and the teacher survey results will be produced in the Final Report.

Chapter 4 details the Panel’s preliminary conclusions and discusses the Panel’s ongoing research activities, meetings, public deputations, and consultations that will form the basis of the Final Report. This Chapter outlines four narrow recommendations that the Panel feels should be addressed prior to the completion of the Final Report.

The Interim Report is not meant to be an exhaustive report on the health of C.W. Jefferys or more generally on the appropriateness of the policies and procedures at the Toronto District School Board. With only ten weeks to conduct comprehensive consultations, administer surveys and research systemic issues, it would be irresponsible of the Panel to attempt to conclusively address these very important issues at this early stage. The Interim Report is intended to flag some of the recurring themes identified during the Panel’s work to date. These recurring themes will assist the Panel in further analyzing issues of school safety and recommending, in the Final Report, methods for improving the C.W. Jefferys environment and more generally the procedures and policies of the Toronto District School Board.

SECTION 1.3: METHODOLOGY

When the Panel began its mandate, its first order of business was to attempt to consult directly with members of the C.W. Jefferys family prior to June 27, 2007 - the end of the academic school year. As mentioned in the previous chapter, the Panel’s initial wave of consultations involved meeting with the immediate stakeholders - students, parents, teachers, administrators, and staff at C.W. Jefferys.

In meeting with these stakeholders, we asked them to identify their concerns and to describe the type of school that C.W. Jefferys was with specific regard to safety concerns in the wake of Jordan Manners’ death. During the consultations with students, a number of themes were expressed consistently. These themes were in large part corroborated by what the Panel heard from C.W. Jefferys teachers, administrators, and staff.

After meeting and consulting with members of the C.W. Jefferys family, the Panel developed a number of research methods aimed at studying, both quantitatively and qualitatively, the themes expressed by the students and echoed by other stakeholders. The first research methodology immediately engaged by the Panel was to design and administer comprehensive surveys to the students and the teachers at C.W. Jefferys. A 32-page survey was administered to students from Grades 9 to 12 over a two- day period. In addition, a 31-page survey was prepared and provided to C.W. Jefferys teachers.

In the following sections of this chapter, the Panel will itemize and discuss the recurring themes that were shared with the Panel during the initial wave of consultations. Where possible, the Panel has included data from the Toronto District School Board with respect to expulsion and suspension rates, safe school transfers, graduation rates, university attendance and other data collected about C.W. Jefferys and other schools in the North-West 2 (“NW2”) family of schools. This data provides context for the more specific findings made by the Panel. Chapter 3 of the Interim Report will examine some of the preliminary data that has been collected from the student survey. A detailed analysis of the student and teacher surveys will be presented in the Final Report.

The School Environment at C.W. Jefferys C.I.

SECTION 2.1: C.W. JEFFERYS' PLACE IN THE TDSB

A. Organization of the Toronto District School Board

The Toronto District School Board is the largest school board in Canada, and amongst the largest in North America. The TDSB serves approximately 284,000 students, including approximately 89,000 high school students.

In addition to being one of the largest boards, the TDSB is also one of the most diverse. Approximately 49% of TDSB students have a language other than English as their first language. More than 75 languages are reflected in the language background of TDSB students.

Approximately 30% of TDSB students were born outside of Canada, representing 175 different countries. Approximately 10% of TDSB students have arrived in Canada in the last three years.

The administration of such a large and diverse board is a staggeringly complex undertaking. The 1998 amalgamation, requiring the integration of seven different school boards, all with different policies and practices, has made supervision and management even more challenging.

The City of Toronto is divided into 22 wards, and school trustees are elected to represent each ward. The TDSB has divided itself into four geographical quadrants: South-West, South-East, North-West, North-East. These quadrants are further sub-divided into 24 “families of schools”, which bear no geographic relationship to the City of Toronto’s 22 wards. The families of schools are clusters of elementary and secondary schools located in a specific geographic area, with most of the elementary schools feeding into the family’s secondary schools. As City of Toronto wards and TDSB “families of schools” do not overlap, trustees can be responsible for schools in more than one family, as is the case in the family of schools of which C.W. Jefferys is a part.

B. The North-West 2 Family of Schools

C.W. Jefferys is located in the NW2 family of schools, which encompasses the area from Keele to Islington, and Sheppard to Steeles. There are 22 schools in the family, including three high schools.

NW2 falls within a neighbourhood identified by the City of Toronto as “Glenfield-Jane Heights.” A recent United Way report on poverty in Toronto found that Glenfield-Jane

Heights is one of 23 “very high” poverty neighbourhoods, with a 50.1% poverty rate.⁴ The population density is amongst the highest in Toronto due to the prevalence of high-rise apartment buildings. The community has been hard hit by a decade of declining median income in Toronto.⁵

The area is also home to a large proportion of newcomers to Canada, and is characterized by significant racial, ethnic, religious and cultural diversity.

The schools in NW2 are in the top quarter of the “Learning Opportunities Index” (LOI), a ranking based on factors such as median income, housing, level of education and immigration in particular areas of the City. The index ranks each school from the most needy to the least needy. The Schools in NW2 are identified as being amongst the “most needy” in the Toronto District School Board.

The barriers and hardships associated with low incomes and poverty are well known. It is not surprising that income has been found to be strongly correlated with student success. Recent TDSB research has demonstrated that there are significant differences in performance between low income and high income neighbourhoods. For example, of students participating in the 2004-05 mathematics assessment living in the lowest income neighbourhoods, only 38% achieved either the provincial standard or higher. In contrast, of students living in the highest income neighbourhoods, 72% achieved the provincial standard or higher, almost twice the rate of the lowest income neighbourhoods. Similar findings were made with respect to the standardized literacy tests.⁶

In summary, the administration of the NW2 family of schools faces numerous challenges and opportunities, given the diversity of its student population, and the high needs of some of the communities surrounding the schools.

C. C.W. Jefferys Collegiate Institute

C.W. Jefferys is located at the heart of the NW2 family of schools, and serves approximately 900 students. There are two other high schools in NW2. Emery Collegiate Institute has approximately 1,000 students, while Westview Centennial Secondary School has approximately 1,300 students.

Fifty-seven percent of C.W. Jefferys’ students speak a primary language other than English. Eight percent of its students have been living in Canada for two years or less. Fourteen percent of its students have been living in Canada for three to five years.

C.W. Jefferys ranked 12th in the 2007 Learning Opportunities Index, placing it roughly in the middle of secondary schools within the Toronto District School Board. By comparison, Emery placed 16th, while Westview has one of the highest LOI scores in the TDSB.

⁴ United Way, “Poverty by Postal Code: The Geography of Neighbourhood Poverty (1981-2001)” (April 2004) at p. 27.

⁵ Ibid.

⁶ TDSB, “TDSB Secondary Student Success Indicators, 2004-2005” (May 2006).

SECTION 2.2: INDICATORS OF STUDENT SAFETY AND SUCCESS AT C.W. JEFFERYS

A. Students Set the Record Straight

While the Panel did receive some degree of “mixed messages” regarding school safety, it was struck by the largely positive views of C.W. Jefferys shared by students, parents, teachers, and staff. The majority of those interviewed from the C.W. Jefferys family told the Panel with pride that C.W. Jefferys is a school with high academic standards, a diverse student body, a safe environment and an excellent and enviable arts program.

In the month following the death of Jordan Manners, the Panel met with 41 C.W. Jefferys students for individual, confidential consultations about their perceptions of their school. Of these students, 33 reported that they did not have any significant safety concerns at the school.

One 17 year-old, female Grade 12 student echoed the comments of many others when she told the Panel that in her view the shooting was an “isolated incident” that could have happened in any school:

“I think that what happened was an isolated incident. I don’t think it has a direct reflection of this school. I still feel the same way about the school as I did when I first entered. When I first came, I knew that Jefferys was a really good school because it has the Art program, apparently it has the highest rate of graduating students and students going to university, so I always thought highly of Jefferys and thought it was a good school to come to. And I was lucky I lived down the street so that I could come here and not have to transfer.”

A number of students commented on their positive experiences with the school and its teachers, and spoke of experiences that they will take with them long after they leave. For example, one student spoke highly of her experience in the school’s Peer Mediation Program, although she wished that more students would participate. In another very powerful example, a female Grade 10 student spoke of how her experiences in the Leadership Program helped her to overcome the negative impact of the shooting in the school:

“At first, when I first came to the school, I came the next day after the shooting ‘cause we had a field trip planned from a long time ago. We didn’t know what was going to happen the day before. But we had a field trip. So I came that day and we still had the trip going on for the Leaders Today program that happens in our school. We were going to a conference to celebrate all the things that we have done for the school this year. We raised \$2,000 to build a school in Africa for kids who don’t go to school. We raised enough money and then we combined it with a different school and we got enough money to make a school in Africa. It was a good experience after something negative like a shooting and then going to something like that, when you just made a difference in someone else’s life. It was really good. I loved it.”

Students were asked about their perceptions of gang activity in the school. Twenty-two of the 41 students interviewed reported that gangs were not a serious problem or presence at the school.

However, some students did express concern about a gang presence in the school and commented on feelings of fear and insecurity when they saw groups of students wearing “gang colours” and bandanas. Gangs identified as being active in the local community were “Crips” and “Bloods.” Crips were identified with the colour blue. Bloods were identified with the colour red.

Some of the differences in perceptions concerning gangs in the school can be attributed to different interpretations of the wearing of “colours.” A number of students, staff and teachers told the Panel that the wearing of so-called “gang colours” was not indicative of whether or not a student was actually a part of a gang. Colours could merely signify the neighbourhood in which a student lives. For example, the Panel was told that the colour blue is also associated with certain neighbourhoods north of Finch. The colour red is associated with certain neighbourhoods south of Finch.

Students often spoke disparagingly of “wangsters”, or “wannabee gangsters” who wore colours, but were not actually part of a gang. An 18 year-old Grade 12 student, when asked if he and his friends talked about gangs in the school, replied: “We usually call them “wangsters” – people that want to be gangsters. And we actually make fun of them....There’s no gangsters here.”

A number of students described C.W. Jefferys as a “soft school” as compared to other schools in the area with far more serious safety and gang-related issues. Several had attended other secondary schools prior to C.W. Jefferys and commented that the school was safer, or “more peaceful” than their prior experiences.

Many students, parents, teachers and staff commented that if the shooting could happen at C.W. Jefferys, it could happen at any school. They were concerned that having a reputation as a “bad school” would negatively impact students once they graduated and impair their ability to get into post-secondary education. As one student commented, “safety should not be defined by one event.”

Students, parents and staff told the Panel again and again that they were concerned that the school had been unfairly maligned as a result of the shooting. One 18 year-old, female student commented:

“Everyone [in the school] is smart in their own way. They just need a little bit of help just bringing it out... I go to this school, I know, but not many people know that about Jefferys, they just see whatever they see on TV. I think that’s wrong. I don’t think it’s fair that they always take the bad stuff and then put that on the media....More than half the people that I know in grade 12 are going to university but no one says that. They just say, “someone got shot from this school.” That’s not fair... People that really know Jefferys, people maybe from the area, know that it’s not a bad school. People that are from far, just knowing the area, they will think

something wrong...This is actually a good school, there is nothing really wrong with it."

The feeling of frustration over being unfairly labelled was very pronounced with many students. One Grade 12, male student, who came to C.W. Jefferys for the arts program, commented that:

"[After the shooting] I saw a lot of people annoyed. They feel like it was unfair. That's just the feeling I got – unfair – because this school doesn't deserve to have such a big thing. There's other schools that people think sometimes that would happen. ... After [the shooting], this school was portrayed as a dangerous school. It's kind of annoying because it's not. It's not. I mean, it happened. But it's something that could have happened anywhere, I guess."

Another 17 year-old, Grade 12, female student astutely observed:

"Jefferys has never been on the map until this incident happened. I used to go places, and people would ask me "What high school do you go to?" and I would say "Jefferys, C.W. Jefferys." They would be like, "Where?" And now when I go "C.W. Jefferys" people say, "That name sounds so familiar" and I say "That's where that kid got shot." And they are like, "Oh my God!" What's so "Oh my God" about it? It's a school and that happened, yes. But when you think about Virginia Tech, harbouring a kid who shot 30 people...Is that a bad school? Is it a bad school? It's not a bad school. Some of the biggest geniuses came out of that school."

This same student, who chose to attend C.W. Jefferys for its arts program, commented passionately that "If anyone would ask me for a school to go to, I would recommend it any day."

The challenge, noted one Grade 11 student, is to "show the community that it is the same school as two months ago." This is a challenge that the Panel takes seriously. The available data on student performance and school programs demonstrates that the students of C.W. Jefferys are right to be upset at how their school has been portrayed. C.W. Jefferys is not a "war zone". The students of C.W. Jefferys, many of whom were traumatized by the shooting and subsequent school lockdown, should not be re-victimized by inaccurate stereotypes about themselves and their school. They deserve to have the record set straight.

B. Sources of C.W. Jefferys Pride

i. The Specialized Visual Arts Program

C.W. Jefferys is designated a “Specialized Visual Arts School”, which offers programs in Comprehensive Visual Arts, Specialized Visual Arts, Photography and Digital Photography. The Specialized Program is a four-year program, which allows each candidate to earn a total of 10 credits in Visual Arts. The program offers a wide spectrum of academic and studio classes ranging from Drawing, Technical Drawing, Anatomy and Life Drawing, Design, Painting, Printmaking, Graphic and Information Design, Computer Graphics, Art History, Pottery and Sculpture. In fact the school draws its name from a Canadian artist.

Members of the teaching staff are professional artists with commercial and industrial experience.

Enrolment for the program is limited to 25 students per year. According to literature provided to Grade 8 students by the school, 100% of C.W. Jefferys specialized visual arts students are accepted into the post secondary institution of their choice. C.W. Jefferys arts students have gone on to prominent work in the industry at studios such as Disney.

The Panel heard that the program is very highly regarded, drawing students from across the city.

ii. The ESTE²M Program

C.W. Jefferys also offers the ESTE²M program, an enriched Science, Technology, and Mathematics program. Like the specialized arts program, the ESTE²M program accepts 25 students each year.

iii. Math and Literacy Standardized Testing Results

In the 2006-2007 literacy tests, 81% of TDSB fully participating first-time eligible students were successful in both reading and writing. The provincial average was 84%. C.W. Jefferys students lag somewhat behind the TDSB average, and ranked in the middle of the NW2 schools. Sixty-five percent of C.W. Jefferys first-time eligible students were successful, compared to 71% of Emery students and 54% of Westview students.

In terms of the mathematics assessment, C.W. Jefferys students fared better, though like TDSB schools generally, they fell below the provincial average. Twenty-two percent of C.W. Jefferys students were at, or above the provincial standard, compared to 16% of Emery students and 18% of Westview students. The TDSB average was 25%, and the provincial average was 39%.

iv. Graduation Rates

The TDSB tracks graduation and drop-out rates by age, rather than by grade. 17 year-olds are considered age appropriate for Grade 12 Year 1 (or Year 4 of secondary school). 18 year-olds are considered age appropriate for Grade 12 Year 2 (or Year 5 of secondary school).

According to these statistics, 17 year-old C.W. Jefferys students are graduating at a lower rate than other high schools in NW2 and than in the TDSB more generally. In 2005-2006, 41% of C.W. Jefferys students had completed their diploma, compared to 43% in the family of schools and 56% in the TDSB. The drop out rate for 17 year-old C.W. Jefferys students was a high of 19%, compared to 17% in NW2 and 10% in the TDSB.

However, 18 year-old C.W. Jefferys students are graduating at a slightly higher rate comparatively. In 2005-2006, 57% of 18 year-old C.W. Jefferys students graduated, compared to 53% in the NW2 family of schools and 55% in the TDSB generally. The drop out rate for 18 year old students was comparable to the rate found in NW2 and the TDSB – the rate was 21% for C.W. Jefferys students, compared to 22% in the family of schools and 21% across the TDSB.

C.W. Jefferys students apply to post-secondary institutions at a higher rate than other NW2 schools. In 2004-2005, 38% of 17 year-old C.W. Jefferys students applied to university and/or college, compared to 30% of 17 year-old students in NW2 and 45% in the TDSB. In that same year, 36% of 18-21 year-old C.W. Jefferys students applied to university and/or college, compared to 29% in the family of schools and 32% in the TDSB more generally.

According to C.W. Jefferys promotional materials, its students are excelling academically once they leave the school. Of the 96 students who applied to University in 2005, 86 were accepted – a 91% success rate. This compares favourably with the TDSB-wide statistics from 2004: in that year 34% of 17-21 year old students applied to Ontario universities, 27% (a 79% acceptance rate).⁷

In 2005, nineteen C.W. Jefferys students were recipients of the “Queen Elizabeth II Aiming for the Top Scholarship”. One C.W. Jefferys student won 1 of only 9 Governor’s Awards of Distinction and 1 of only 6 Awards of Achievement from York University. Two students received Visions of Excellence Awards. At the spring 2005 York University Science Olympics, C.W. Jefferys was 1st in Chemistry, 5th overall (out of 67 schools). Numerous graduates received scholarships. Of the 400 schools listed on the Ryerson University Website, C.W. Jefferys was third in terms of the number of scholarships awarded students in 2005, with nine scholarships awarded (just behind Unionville – 3 and Albert Campbell – 11.).

⁷ TDSB, “TDSB Secondary Student Success Indicators, 2004-2005” (May 2006) at p. 97.

C. Suspension/Expulsion Rates

One measure of whether a school is experiencing severe behavioural problems with students, including gang-related behaviours, is the number of students who have been subject to discipline such as suspension or expulsion. Caution should be taken before drawing firm conclusions from such data. The Panel has heard anecdotal evidence that administrators are under pressure from the TDSB to lower suspension and expulsion rates. If such pressure exists, the extent to which individual administrators succumb to the pressure could affect the accuracy of the statistics. Moreover, the *Education Act* allows for a certain amount of discretion in disciplinary decisions, which could also explain some of the individual differences among schools.

Nonetheless, information concerning suspension and expulsion rates can provide a small window into the health of a school. The available data suggests that C.W. Jefferys suspends or expels students at a higher rate than the TDSB average, but at a significantly lower rate than other schools in NW2.

In 2005-2006, 185 of the TDSB's 276,507 students were expelled, representing 0.07% of the student body. In that same year, there were 17,915 suspensions, representing 11,818 individual students, or 4.27% of the student body. From September 2006 to February 2007, the suspension rate dropped to 2.33%.

In 2005-2006, there were 87 suspensions at C.W. Jefferys, representing 60 individual students from amongst the total school population of 904 students (6.64%). From September 2006 to February 2007, 3.82% of students were suspended.

Emery Collegiate Institute handed out 107 suspensions to 77 of its 1032 students in 2005-2006 (7.46%). From September 2006 to February 2007, 5.52% of students were suspended.

Westview Centennial S.S. has the highest suspension rate in the family of schools and, in fact, one of the highest suspension rates in the TDSB. In 2005-2006, Westview handed out 518 suspensions to 264 of its 1277 students (20.67%). From September 2006 to February 2007, 14.63% of students were suspended. C.W. Jefferys and Emery expelled less than six students in 2005-2006, while Westview expelled nine.⁸

While suspension and expulsion rates appear relatively low at C.W. Jefferys, it should be noted that the perception amongst some teachers is that these measures are applied only in the most extreme cases. The implication from this perspective is that suspension and expulsion rates are artificially low.

⁸ TDSB statistics do not capture the precise number of expulsions where there have been more than zero and less than six.

SECTION 2.3: RECURRING THEMES IN SCHOOL SAFETY

As discussed in the previous section, there are many positive measures of student success that continue to be a source of pride in the C.W. Jefferys family. These themes are important to bear in mind as they demonstrate that C.W. Jefferys is not the “war zone” that some few have labelled it. C.W. Jefferys does have serious difficulties that need to be addressed and resolved; however, it is by no means unique in this regard. To the contrary, many of the recurring themes in school safety are systemic issues that apply to most of the schools in the TDSB. It is to these themes that we now turn.

A. Hallway Students

Ten out of the forty-one students with whom the Panel consulted indicated that students congregating in the hallways are a significant issue and something that they see as either a safety concern or a difficulty at C.W. Jefferys that they would like to see changed. The students identified the hallway students or “hallway wanderers” as students who are either skipping classes, have been removed from their classes by teachers as a means of disciplining students “acting out”, or youth who are trespassers at C.W. Jefferys. Anne Kojima, a former principal at C.W. Jefferys, explained that some of the “hallway wanderers” are students that have been allowed out of class by their teachers for bathroom breaks. Teachers shared the concern that students being let out of class contribute to the problem of the hallway students. One teacher described the problem as follows:

There are so many teachers who allow their kids out of class early and sometimes up to five minutes early, which is a lot for them to be roaming outside the classroom. And that is a safety issue because they are legally responsible.

The consistent message for students was that “hallway wanderers” were disrupting their education and causing students concern. The following quotes give a sense of how students feel about these hallway students:

- There are 20 students running through the hallways talking constantly and it affects my learning.
- Students in the halls kinda make me nervous. Makes me wonder why they are in the hall.
- Sometimes there are crowds of people that wandered the hallways or near the washroom.
- People just let other people in and they just stay around the hallways. They make a lot of noise and then when teachers say to be quiet because we’re working they don’t do anything, they just kind of run around and make more noise... They let kids in that don’t even go to this school.

One exchange between a Panel member and a particularly forthcoming student suggests that there were regularly outsiders at the school:

Student: *People bring their friends from outside of the school and you don't really know them, you kind of feel awkward if it's just you alone walking there.*

Panel Member: *Now, people from the community you mentioned bringing their friends in from other places. How much does that happen in the school?*

Student: *I do it. Everyone does it.*

Panel Member: *What do you do? You just say to your friend come to school with me on a certain day? How does it happen?*

Student: *It's like, a friend from somewhere else maybe middle school and they probably go to another school and you guys want to just hang out for a day. You just tell them to come visit. Like for multicultural [festival], I brought friends who don't come to this school because I was performing in it. It's easy. You just bring them in. It's easy to get them in.*

Panel Member: *On a regular instructional day when you've have your classes they wouldn't come around to your class. They wouldn't come to your classes?*

Student: *They could come into your class. Our school has allowed that. You probably either not go to class or they come at lunch [and] you meet them up outside. You can walk around the school with them most times.*

Panel Member: *So that's how the outside presence would get into the school. Are there any other outside presences? Are there people that have no link to the school, who just walk in off the street? Do you have much of that to your knowledge?*

Student: *I don't think people do that.*

Panel Member: *You've never had that experience?*

Student: *We haven't had random people walking in. I'm pretty sure that they would know somebody.*

The disruption caused by the hallway students was further confirmed by other stakeholder consultations. Many of the teachers consulted described the hallway students as a troubling issue. Teachers also expressed concern about the educational health of the “hallway wanderers”, noting that these were the students most likely to fail. The following comments were typical of how teachers felt about students in the hallways:

“Not getting away with things that I think were not acceptable to get away with and creating a downward spiral over the last few years of somewhat chaos in the hallways and that sort of thing. And that would be due to lack of real and consistent consequences handed down to all students.”

“...other safety concerns such as students in the hallways during classes and so on and so on, they somehow are really connected to this first one because the students that you see in the hallways they’re from 50 to 80% probably those students who were sent here from other schools because of some sort of disciplinarian or safety issues. That’s a big problem, big problem. In my understanding, because I have students like this all the time in my class all the time. All the time in my classes. It’s my understanding that first they live a little bit far away so it takes for them longer to get to school. When they come to school classes are already in progress most of the time. So instead of going to classes, which are already in process, they start wandering in the hallways. And that is basically recipe number one for failure in school and for safety issues as well.”

The concerns over hallway students were also confirmed by Ms. Kojima and Charis Newton-Thompson, the past two principals at C.W. Jefferys. In their consultations with the Panel, both confirmed that hallway students are a problem at C.W. Jefferys.

The students who identified the “hallway wanderers” as safety concerns were also critical of the effectiveness of hallway monitors. Some had concerns that at least one of the hallway monitors befriended students and did not attempt to discipline students who were wandering the halls. In addition, some students complained that the hall monitors reacted slowly when their support was required. This opinion was also shared by teachers. One teacher described the ineffectiveness of hallway monitors at C.W. Jeffery’s as follows:

“...I just think that as a hall monitor you should not be a student’s buddy. You should not be a student’s best friend because what happens, unfortunately I would say, because many cases when I hear noise in the hallway I went there and would see [a hall monitor] standing and chatting with students in the hallway, whether male students or female students....Another thing that I would say that made me angry a little bit, is officially [the individual] is a hall monitor, right? So he has to be in the hallways. What is the busiest time for the hall monitor? It’s lunchtime where all the kids are in the hallways. What was happening at lunch time for the last seven months, [the individual] was in the single gym overseeing or supervising boys playing basketball.”

Prior to the death of Jordan Manners, C.W. Jefferys had two-full time monitors. After Jordan Manners' death, two additional hall monitors were hired. Generally, the students welcomed the additional hallway monitors and viewed the additional hall monitors as contributing to a safer school environment.

B. Safe School Transfers

Two out of the forty-one students interviewed identified safe school transferees as an issue that is negatively affecting school safety. Briefly, safe school transfers involve the transfer of students who are subject to judicial interim release conditions that prohibit them from returning to their school (although there are several other situations in which this type of transfer can be used). The TDSB policy and procedures on Safe School Transfers will be described in detail below.

When reviewing the student consultations in isolation, the issue of safe school transfers does not appear to be a high priority issue. As a result, the survey was not designed to quantify this issue; however, as the consultations with teachers continued, it became apparent that safe school transfers were a significant issue at C.W. Jefferys, which receives more safe school transfers than it sends out to other schools.

One student who identified safe school transfers as an issue described the problem as follows:

"We need serious funding. If we had serious funding stuff like Jordan Manners and stuff like that wouldn't be taking place. Because half the kids in our school are transfer kids. I don't know if you know what those people are. Basically, what my teacher told me, if two kids fight in one school, right? What the school does is that they send one kid to one school with a whole new record and they send one kid to another school with a whole new record. We have a lot of kids from Westview, who are a pain. Because then the kids at this school are like, that's my turf. You know, that whole gang thingy?"

Another student, in an exchange with a panel member, described the impact of safe school transfers on the school as follows:

Panel Member: *We heard comment about this being a transfer school. That if there is an incident on another site one student is placed somewhere and one student is placed somewhere else... Do you think that's an issue for C.W. Jefferys?*

Student: *Yeah, because now we're getting the name. Because kids are coming from Westview, kids are coming from wherever. And we're the one's left with the bad name. It's not the students in this community. It's the students who*

come from other schools. Why should they be able to just come here with a clean record?

Panel Member: *So tell me about this clean record. When another student mentioned this, I really wasn't clear. So if you were involved in an incident, a violent incident say at your home school, you would come here and it would be a clean slate?*

Student: *Right. But what does that do for the kid? It gives them another chance to go mess up again. I'm not trying to sound pessimistic. They could also use it to their advantage and carve a fresh start and become a good student but realistically they are going to be glad they're getting a second chance to just start again.*

Panel Member: *So in your mind it doesn't generally get turned around by being a transfer student?*

Student: *No.*

Panel Member: *What would you see doing with those students if they couldn't be transfer students? Would you see putting them all in one site?*

Student: *No.*

Panel Member: *Is that ghettoizing them? Or what would you see doing with them?*

Student: *Its up to them where they want to go but their record should follow them.*

Panel Member: *So you would still see the fact that they would have access to public education but you're more fair solution would be that the record would follow them when they come?*

Student: *It's a little extreme to put them all into one place because yeah, people mess up. A lot of them do learn from it. So it's just isolating them like that making feel like they don't belong somewhere.*

Melanie Tennant, the Curriculum Leader of guidance at C.W. Jefferys, described the issue of safe school transfers as follows:

"More likely than not that student came from safe school transfers because of something abhorrent they have done at another school [and they] continue the same pattern. Because if you look at the date of when they leave and the date of when they come, unless they have been suspended for 20 days in between, whether anything has happened on behalf of remediation or help for these kids plopped from one place to the next."

Based on a review of internal email correspondence between C.W. Jefferys administrators, it would appear that safe school transfers were not welcome additions to the school. Upon realizing that C.W. Jefferys would be receiving two safe school transfers in the fall of the 2003-2004 school year, one administrator commented in an email, “I guess we weren’t as lucky as we thought. It looks like two students will be coming our way”⁹. Without a doubt, there is a significant portion of people who see safe school transfers at C.W. Jefferys as an important issue. One teacher described the safe school transfer issue as one of the most significant school safety issue in the last five to seven years:

“Probably the biggest issue that I see if you want for the last two years, but I would say for the last five, six, seven years that I have been here, is safety transfers, administrative transfers; basically students who have been expelled from their school and sent to our school. That is, I would say probably one of the biggest safety concerns that I can see.”

The TDSB policy provides for two forms of student transfers. Both systems of transfers have their own distinct procedures. Safe school transfers are the responsibility of the Safe Schools Office. Administrative Transfers are the responsibility of school administrators¹⁰. Generally speaking, a student will be a safe school transfer in the following circumstances:

1. if the student is returning from a limited or full expulsion and there are exceptional circumstances that require the student to change schools (generally students are expected to return to their home school);
2. a student has been charged with a criminal offence and has court conditions requiring him or her to stay away from the school or from another student who is a co-accused or a victim; or
3. the student is returning where for specific reasons they may have been denied access pursuant to sections 307 or 265(1)(m) of the *Education Act*.¹¹

Safe school transfers are administered through the Safe Schools Office at the Toronto District School Board. The Safe Schools Office will organize the transfer of the student from the sending school and select a school to place the student (the receiving school). The Safe Schools Office forwards all pertinent information to the receiving school including a copy of the student index card, credit summary, history of suspensions and any disciplinary information. It should be noted that the current TDSB policy on safe school transfers does not require the receiving school to inform the Safe Schools Office if there are any serious disciplinary or attendance issues during the initial period of

⁹ Internal email communications from C.W. Jefferys dated July 3, 2003.

¹⁰ Safe Schools Student Transfer, Operational Procedure PR.540 SCH

¹¹ *Ibid.*, at pg. 1-2

transition or to notify a parent or guardian of a student who is not adhering to the conditions of the transfer¹².

Administrative transfers are employed where a student requires a compassionate transfer, are involved in serious incidents off-school property (where there are no disciplinary consequences from the school or legal conditions not to return to school), or the student is, as a victim or perpetrator, involved in incidents in which their continued presence in the school may create a potentially unsafe situation¹³. Administrative transfers are done at a school to school level. This means that a principal from the sending school will make arrangements to find a receiving school and organize the transfer. Notification to the Safe Schools Office is not required¹⁴. As a result, it is difficult to compile official statistics on the number of administrative transfers in the TDSB.

The Panel has received safe school transfers data for the 2006-2007 school year across the TDSB¹⁵ from the Safe Schools Office. The data indicates that in the 2006-2007 school year, C.W. Jefferys transferred six students as safe school transfers, and received 11. In the 2006-2007 school year, C.W. Jefferys was a “net receiving school” because it received more safe school transfers than it sent out. Across the TDSB there were 691 students that were deemed to require a safe school transfer. In the 2006-2007 school year, the Northwest quadrant had the highest number of school transfers (both sending and receiving). Below is a comparison of safe school transfers by quadrant:

Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	75	68	18	14	9	3	102	85
SE	105	89	8	8	NA	NA	113	97
NW	208	201	62	51	NA	NA	270	252
SW	179	151	27	22	NA	NA	206	173
TOTAL	567	509	115	95	9	3	691	607

Of the 28 secondary schools in the Northwest quadrant, C.W. Jefferys received the eighth highest number of safe school transfers (11). Based on the limited historical data collected by the Panel it would appear that the number received by C.W. Jefferys in the past was lower than the 2006-2007 school year. For instance, on February 12, 2003, data collected by the administration at C.W. Jefferys suggested that the school received seven safe school transfers and sent out five students¹⁶.

¹² *Ibid.*, at pg. 2

¹³ *Ibid.*, at pg. 3

¹⁴ *Ibid.*, at pg. 3 and 4

¹⁵ The Panel made a request to the Safe Schools Office for Safe School Transfer data for each school in the TDSB for the period of 2002-2007. Due to logistical reasons the Panel was only provided with the 2006-2007 data. The remaining data is forthcoming and will be presented in the Final Report.

¹⁶ This data was collected from internal email communications between administration at C.W. Jefferys. As such, at this time the data collected cannot be verified as accurate. The Panel has requested historical data on safe school transfers from the TDSB.

In the NW2 family of schools, C.W. Jefferys received the least number of safe school transfers of any secondary school. Emery Collegiate Institute received 14 and Westview Centennial Secondary School received 13. Similarly, C.W. Jefferys sent the least number of safe school transfers of the NW2 secondary schools (6). Emery Collegiate Institute sent 9 safe school transfers while Westview sent 30 safe school transfers. Below is a comparison of safe school transfers data for secondary schools in the NW2 family of schools.

SCHOOL	QUADRANT	SENDING	RECEIVING
SECONDARY			
C.W. Jefferys CI	NW Sec.	6	11
Emery Collegiate Institute	NW Sec.	9	14
Westview Centennial SS	NW Sec.	21	13

The above noted data should not be interpreted as labelling any school as safer than its sister schools. The above data does not reflect the reasons for the safe school transfer or whether the conduct that necessitated the transfer occurred on or off school property. In addition, the Panel was advised during a consultation with Michael Hill, Safe School Administrator for the Northwest Quadrant, that some numbers may be anomalous. For instance, Mr. Hill advised the Panel that one incident that occurred outside of school property required the safe school transfer of a dozen students from one secondary school. The numbers for that school would be artificially high. As such, a trend analysis with data from several years would be more useful than viewing the data for any given school year in isolation. What the data does clearly illustrate is that the number of safe school transfers at C.W. Jefferys in the 2006-2007 school year was not abnormally high (in comparison with other secondary schools), and that the number of safe school transfers at C.W. Jefferys only make up a very small percentage of the entire student population.

What is also clear is that students who are subject to safe school transfers are youth with significant issues that need to be resolved. In reviewing the reasons for the transfers from two secondary schools in the Northwest quadrant it became apparent that the conduct alleged was serious criminal activity that in most cases involved both on and off school incidents. The concerns from many parents, teachers, administrators and community organizations was that while it may be necessary to transfer these students there appears to be no transitional programming and counselling for these troubled students. These students are essentially “programless” safe school transfers.

A review of the TDSB policy on Safe School Transfers and Administrative transfers reveals that there are no intermediary programs or counselling that students are required to receive prior to being sent to the receiving school. At a public consultation held at C.W. Jefferys on August 10, 2007, Melanie Tennant confirmed to the Panel that safe school transfers do not receive any programs or counselling prior to their transfer to a

receiving school and that these “walking wounded”¹⁷ students, many of whom are safe school transfers, have a disproportionately negative impact on the health of a school.

Ms. Kojima and Ms. Newton-Thompson shared with the Panel their concerns with programless safe school transfers. Much like the concerns expressed by Melanie Tennant in her public depositions, both Ms. Kojima and Ms. Newton-Thompson confirmed that safe school transfers do not receive any form of mandatory counselling or programs prior to being transferred to the receiving school. Ms. Kojima described the safe school transferees as “fish out of water”. Ms. Newton-Thompson explained that there were students transferred to C.W. Jefferys that had anger management problems and prior to their transfer they received no counselling. Ms. Newton-Thompson further explained that these programless safe school transfers became harmful influences to the population of the receiving school.

Ms. Kojima expressed concerns that the safe school transfers became “a real strain on the receiving school”. For example, Ms. Kojima explained that matching a transferee’s schedule was a difficult task and often times the student’s schedule could not be completely matched. As a result, the transfer students would receive “spares” where they had no classes scheduled. Ms. Kojima explained that the students without a full timetable and multiple spares contributed to the ranks of hallway wanderers.

Ms. Kojima further explained that students who were transferred to schools within the same family of schools would not necessarily receive a “fresh start”. This was particularly the case in the NW2 region which covered a relatively small geographical area. Students would know who was a safe school transfer and teachers would eventually find out through the “whisper campaign”¹⁸. Ms. Kojima explained that she was a believer in giving students multiple chances at the same school or even within the family of schools, but that at some point, students would have to be moved outside of the family of schools to receive a “fresh start”. Ms. Tennant shared the concern of transferring students within the same family of schools where they continue to be exposed to the same bad influences or connections:

“The biggest issue that I have with the safe school transfer policy is that they circulate the kids in the neighbourhood schools. For example, there is Westview, Jefferys, Emery, Northview, we are all fairly close. A lot of our kids share the same neighbourhoods. And inevitably we get safe school transfers from Westview or Emery or Downsview or somewhere like that and we send ours there. They always seem to be circulated amongst the same.... And that’s my biggest complaint about safe school transfers is that you are taking kids from the same neighbourhood and moving them from one school to the next and they have all the same kinds of connections that we are hoping that they wouldn’t have because whatever

¹⁷ The term “walking wounded” was used by Dr. Akua Benjamin in her consultation with the Panel to describe students who have serious problems and have not received any form of counseling or support.

¹⁸ Ms. Newton-Thompson explained that teachers would find out whether a student was a safe school transfer through the “whisper campaign”.

it was at Westview they find the other half of their friends and their populations that they spend their time with at Jefferys and so on.”

It should be noted that the *Education Act* does not provide for any statutory regime for the transfer of students. Unlike suspensions and expulsions, there are no statutory safeguards or appeal procedures (by parents or students) that govern safe school transfers. Practically speaking, schools must be able to transfer students from their home school in exceptional circumstances. If a judicial interim release requires that a student stay away from his or her school, the TDSB’s obligation to ensure that the youth is afforded his or her right to an education remains. In those circumstances, as well as many other situations, the use of safe school transfers is completely legitimate. There are, however, concerns that safe schools transfers are being utilized for ulterior purposes.

Through consultations with community organizations and community legal clinics, the Panel heard from individuals that were concerned that schools were using the safe school transfer process as a form of discipline. The implication was that administrators were using the safe school transfer process to reduce the use of expulsions and to avoid the statutory procedural rights that accompany a decision to expel a student (i.e. appeal rights). In a case currently before the Divisional Court of Ontario, two African Canadian secondary school students are judicially reviewing a Principal’s decision to transfer them from their home school (*K.B. v. Toronto District School Board*)¹⁹. The two children were originally suspended for 16 days as a result of an alleged assault on another student on school property, as well as an incident that happened off school property. The two students were charged with assault but were released with a condition to have no contact with the victim. There was no condition with respect to staying away from the school or from staying a certain distance away from the victim. The Principal, acting on the information he obtained through the course of his investigation of the incident, decided to suspend. Subsequent to his decision to suspend the students, the students were told that they were being transferred to C.W. Jefferys as safe school transfers. Three days later, the principal, through legal counsel, sent the youths a Notice Denying Access on the basis that the students were detrimental to the safety or well-being of persons at the sending school. The two students allege that the principal’s decision to remove them from school was intentionally done outside of the expulsion process to prevent them from exercising their rights to have the decision reviewed in the normal course. The case has yet to be decided by the Divisional Court.

The Panel’s Final Report will provide a detailed analysis of the issues described above. In particular, the Final Report will examine the issue of “programless” safe school transfers and their impact on school safety. The Final Report will also examine the allegations of abuse of the safe schools transfer process.

¹⁹ The Panel has included the facts of this case as articulated in the pleadings in the case.

C. Difficulties in the Student Teacher Relationship

Six of the forty-one students interviewed by the Panel have described a break down in the relationship between teachers and students. These students described incidents where students would talk back to teachers or, in some instances, threaten or assault teachers. Teachers echoed this concern. Many of the teachers with whom the Panel consulted described serious incidents of student misbehaviour. Some of the students and teachers described the break down in the relationship as follows:

“Last year police came like every day to school because a lot of kids that yell at the teachers and stuff and like teachers would feel like that they were being assaulted by these kids and now that [name omitted] has been here the police have never come to the school. And there’s stuff happens in the school and nothing is being done about it. There are kids that yell at teachers and I know there are a lot of teachers that do get assaulted and nothing happens and I know she finds out about it....I have never seen anyone hit a teacher but I have heard about it. I heard that a student told a teacher that ‘I’m going a kill you or something’ because she took his PSP away.”

“In the seven years I’ve been here, I’ve notice a gradual decline in the lack of respect that’s shown to teachers from students and administrators and a lack of respect amongst students themselves. I’ve witnessed verbal abuse both directed at me and other teachers. I’ve heard of although I have not experienced incidents of physical violence from students to other teachers but I have seen it amongst students as well. A lot of the times this is happening during class times when students are seen wandering halls. Issues of truancy and tardiness are great concerns. ... There’s been, I would say almost every one of the school’s Code of Conduct has been violated to some extent. For example, there have been dress code violations, there have been students who have refused to give names to teachers when ask in the halls even though it’s a part of the Code of Conduct.”

Related to this issue was a growing sentiment amongst teachers that the administration at C.W. Jefferys was unresponsive to their concerns and was unwilling to impose consequences on students who misbehaved. Some of the teachers described the break down in the relationship between the administration and teachers as follows:

“There have been a few times however, when I didn’t feel that they were dealt with in a serious enough manner. I didn’t think the consequences matched the behaviour, for example. Yes, something was done about it but... Or I was feeling like a student who would be so infamous in the school that it was less likely something would be done about him because he was always in trouble. So even though I would take action there nothing happened in that regard, even after writing a letter, after being asked to write a letter and so on. But I have been lucky in one way, because I don’t have a lot of run-ins with students except for in the hallways perhaps but in the class room I don’t have problems so when I

do have a problem they take it seriously.... However, for a lot of my colleagues it has not been the same and I can see that.”

“And, when looking at these issues, there are a number of reasons as to why I feel this has been happening. One of them is that there is a lack of consequences. If a student is caught in an act that they should not be doing and he or she is referred to the vice principal, often times the teacher would have to write out a very lengthy report, would have to come see the vice principal office to prove it, have the student there if that. The student would at most times in my experience deny it and nothing would be done. The student would be reprimanded and that’s about as far as it would go.”

“There have also been times in my experience when I’ve referred a student down to the vice principal and the vice principal didn’t know what to do regarding the discipline of that student. I actually had one vice principal [name omitted] say “what should I do? what do you want me to do? what can I do? I don’t know what to do? Do you have any suggestions?” When I made that suggestion, the vice principal was very reluctant to follow-up on it.”

The concern that students are not appropriately disciplined by the administration at C.W. Jefferys is not isolated to the recent school year. In the 2005-2006 school year, teachers at the school established a Safety Committee and met with the administration team to explain, amongst other things, their concerns over the lack of consistent consequences for breaches of the Code of Conduct. Clearly teachers’ perceptions of lenient discipline policies at C.W. Jefferys are not isolated to the 2006-2007 school year.

As described in the quotes above, there were some teachers who have expressed concerns to the Panel that the administration was reluctant to suspend or expel students for serious behavioural issues or violations of the TDSB Code of Conduct and the C.W. Jefferys Code of Conduct. Some teachers explained that the teachers and administration were under pressure from the school board to lower the levels of suspension and expulsions at schools:

“Another challenge would be, and I don’t know what they would be per se, but policies coming down from the Board level that that seem to suggest that, this is just sort of, I don’t know the facts about this, but it’s sort of general sense that the teachers have that we’ve been told not to suspend kids – limit our suspensions. Or we have to be careful of that. Which I don’t think that is the answer to our problems anyway. But if it isn’t the answer there haven’t been alternative outcomes for kids with behavioural problems.”

In April, 2006 the Director of the TDSB, Gerry Connelly, sent an email to all TDSB principals and vice-principals declaring that the TDSB schools were safe and that suspension and expulsion rates are lower than the province's overall average rates. The email also indicated that the Board's suspension rates were decreasing overall²⁰. The suspension rates at C.W. Jefferys also dropped significantly. From September 2006 to February 2007, 32 students were suspended at C.W. Jefferys. Some of these students were suspended multiple times such that, in total, there were 42 suspensions during this time period. The total percentage of students suspended during this period was 3.82%. By comparison, for the period between September 2005 to February 2006 a total of 51 students were suspended representing 5.64% of the student population. During the same period of time there were 66 total suspensions²¹.

What accounts for this decrease in suspension and expulsion rates? Why do teachers feel that they and the administrators are under pressure to lower suspension and expulsion rates? One possible explanation is the TDSB's response to the 2005 settlement with the Ontario Human Rights Commission. On July 7, 2005 the Ontario Human Rights Commission initiated a public interest complaint against the TDSB. The complaint alleged that the application of the *Safe Schools Act* amendments had a disproportionate affect on racialized students and students with disabilities. Furthermore, the complaint alleged that the TDSB had failed in their duty to accommodate racialized students and students with disabilities in their discipline procedures and for failing to provide adequate alternative education services for these students who were expelled or suspended. In settling the OHRC complaint, the TDSB acknowledged the widespread perception that school discipline procedures are applied in a discriminatory manner. The terms of the settlement included the following noteworthy sections:²²

Section 3: The TDSB will rewrite its grid of consequences and all related documents to ensure that the use of discretion and the use of mitigating factors are emphasized. The TDSB will ensure that school principals and all other staff are fully informed of and in compliance with this directive. The parties note that nowhere in the *Safe Schools Act*, regulations or related policies do the words "zero tolerance" occur.

Section 8 (b) - The TDSB will ensure that principals are familiar with the current requirement in section D of the TDSB Safe Schools Procedures Manual to consider a wide variety of factors when exercising their authority under sections 306, 309 and 310 of the *Education Act* and Regulation 37/01. In addition, principals will be informed that when they interpret mitigating factors they should consider whether racial or other harassment predicated the student's behaviour, and whether the principles of progressive discipline have been followed. This discretion shall include consideration of mitigating circumstances and the

²⁰ Email from Gerry Connelly dated March 28, 2006

²¹ Data collected from the TDSB website:

http://www.tdsb.on.ca/wwwdocuments/parents/safe_schools/docs/3aSuspensionsbyFOSSept05toFeb%2006vsSept06toFeb07.pdf

²² Settlement between the OHRC and TDSB dated September 2005.

implementation of practices of progressive discipline, if discipline is appropriate, when considering whether a student can be either suspended or expelled.

8. (f) The TDSB will implement a procedure for student discipline with the goal of avoiding suspensions or expulsions. This procedure will be based on the principles of progressive discipline and will include but is not limited to:

- Detention;
- peer mediation;
- restorative justice;
- referrals for consultation; and
- transfer.

The Toronto School Administrators' Association, in a written submission dated August 2, 2007, argued that the changes in policy initiated by the TDSB as a result of the OHRC settlement had created a safety risk at schools²³:

"In the Fall of 2005, the TDSB settled a complaint brought by the Human Rights Commission about the application of the Safe Schools Act in TDSB schools. Elementary and secondary Principals attended a series of meetings during which they heard criticism of the way in which particular groups of students were perceived to have been disciplined for misbehaviours using the TDSB grid of consequences. Subsequent to those meetings, the grid of consequences was revised, safe schools procedures were revised and the practice of progressive discipline was emphasized. One of the goals of the TDSB was to reduce suspension and expulsion rates. These rates have come down; however the costs have been significant. In order to reduce the rates, students are often left in the schools who pose a significant risk to others. Many Principals felt pressure from supervisory officers, trustees and parents to forgo suspensions, expulsions and other consequences when these were in many cases the appropriate responses to specific student behaviours. In many cases, Principals were faced with opposition when they tried to deal with serious offences committed by some students. Principals felt trapped between opposing forces and interests. This uncertainty has led to an increase in negative and destructive behaviour in many schools and in many cases it is starting at an earlier age and in earlier grades than ever before."

In the Final Report, the Panel will examine the TDSB's response to the OHRC settlement and will query whether the current responses by the TDSB have made schools safer.

SECTION 2.4: CONCLUSION

C.W. Jefferys students, parents, teachers and staff are justifiably proud of their school, and quite understandably concerned about its recent negative portrayals. The Panel

²³ TSAA written submission dated August 2, 2007 presented to the Panel at a consultation with TSSA chair Ami Trefler, Former Chair Karl Sprogis and Vice Chair Don Stuart.

reviewed violent incident reports received from C.W. Jefferys and those tracked from the School by the TDSB Safe Schools Department. The Panel recognizes that violent incident reports cannot be considered determinative of the extent of violence in a school since they are filled out most often by vice-principals. The data shows a very low level of violence with no real reference to weapons violence (one incident with a knife “pulled at a soccer game” without injury) over the period 2004-2007. Through the consultations and research, it quickly became apparent to the Panel that the school has been subject to unfairly negative portrayals. We hope that we have provided a more accurate and balanced view.

However, despite their praise for the school, many staff, teachers, students and parents identified areas in which the school needs to improve its safety and security. There is a growing sentiment that there are serious safety concerns emerging at the school. Although not a single student, staff member or teacher at C.W. Jefferys reported in the consultations that they saw a gun in the school, it cannot be forgotten that there was at least one gun in the school on May 23, 2007. And one gun is one too many. It is important to note that there are obvious limitations to relying solely on the student consultations for describing the environment at C.W. Jefferys. Indeed, the student consultations are not the complete story to either the positive or negative portrayals of the school environment. For instance, only four of the forty-one students consulted with described instances of bullying or victimization at C.W. Jefferys. Only two students described being victimized while at C.W. Jefferys. This, however, is not consistent with the data collected from the anonymous student survey which suggests that victimization is more of an issue than the student consultations may have revealed.

One possible explanation for this discrepancy is the nature of consultations. Face to face consultations, especially for youth, do not always encourage an atmosphere in which students feel comfortable being completely candid with interviewers. Students who have been victimized or bullied may be embarrassed about discussing their issues with an authority figure or they may fear that their anonymity will not be protected. In addition, issues of self selection for face to face consultations as well as the limited sample size create practical limitations on the ability of the Panel to rely solely on the concerns expressed in the consultations as detailing an exhaustive list of safety concerns.

Recognizing the limitations of the consultation process, the Panel designed a survey to query whether the themes expressed in the consultations were shared by the larger student body and to obtain a more complete picture of C.W. Jefferys. Generally, the results of the survey indicated that the themes expressed in the consultations were shared by the larger student population; however, the survey did reveal that victimization, differential treatment and concerns about gang presence were also more serious than reflected in the consultations. The next Chapter will examine the results from the preliminary data and provide more insight into the C.W. Jefferys school environment.

The Student Survey

“I think a great solution would be to talk to youth about this when they’re teenagers. It’s sad you wait until Jordan dies to before you start. Get youth from when they’re young. Plant peace in they’re minds and let them grow with it. Don’t make it so that anyone feels they would even have to resort to violence as a solution. Adults have failed to reach us and to teach this to youth as you can see. It’s not too late, but changes should be made earlier and we should be stricter with students and with adults.”

[current Jefferys student, anonymous survey response]

SECTION 3.1: THE PRELIMINARY RESULTS FROM THE STUDENT SURVEY

The purpose of this Chapter is to highlight some of the major findings from this survey with particular attention paid to findings that are directly related to issues of school safety at C.W. Jefferys. A more detailed review of Professor Wortley’s full analysis of the student survey data will be provided in the Panel’s Final Report. At that time we will be in a better position to fully compare the perspectives of the students at C.W. Jefferys with the perspectives of teachers, parents and other community members. Therefore in this chapter the Panel is presenting a selection of student survey data collected to date based on its view that the data assists in providing a snapshot of life at C.W. Jefferys. Additional survey work in respect of the students is contemplated before a full picture can be presented. Furthermore, teacher surveys have been conducted and the processing of that data continues.

As discussed in Section 1.3 of this Interim Report, the Panel came into existence on June 5th, 2007. One of the first identified objectives of the Panel was to document the attitudes, opinions and experiences of the students at C.W. Jefferys with respect to issues of school safety. The Panel immediately realized that there was an extremely brief window of opportunity to accomplish this goal. Indeed, the school year was scheduled to end on June 27, 2007 – a mere three and a half weeks after the Panel was announced. After the school year ended, Panel members felt it would be much more difficult – if not impossible – to canvass the attitudes and experiences of a large number of C.W. Jefferys’ students. It was quickly decided therefore, that along with our face-to-face interviews with students (described above), the Panel should embark on a mass survey of students at C.W. Jefferys. Under the circumstances, a survey was believed to be the best strategy for reaching the largest number of students in a short period of time. Previous social research also shows that, because they are anonymous, surveys are a good method for collecting information from youth on sensitive topics.

On Friday, June 8th, 2007 members of the Panel met with Professor Scot Wortley from the Centre of Criminology, University of Toronto and discussed the possibility of

conducting a survey of students at C.W. Jefferys within the next two week period. Professor Wortley subsequently agreed to consult with the Panel on this project. Professor Wortley was selected as a consultant because he was one of the few academic researchers that we could identify who had actually conducted a large scale survey of Toronto high school students within the past decade. Coincidentally, his previous survey work also focused on issues of school safety and youth victimization.²⁴

This survey went into the field approximately one month after the shooting death of Jordan Manners. Professor Wortley and Panel staff developed the questionnaire to be used in the survey between June 11th and June 17th, 2007. A first draft of the questionnaire was pre-tested on Panel staff on Saturday, June 16th, 2007. The final, edited version of the questionnaire was printed on Sunday, June 17th, 2007. The questionnaire was administered – with the help of the staff at C.W. Jefferys -- to the students on Monday, June 18th and Tuesday, June 19th, 2007. Following the two-day data collection period, information from student questionnaires was entered into a statistical analysis program (SPSS) for analysis. Data entry and cleaning took approximately three weeks to complete.

A. Methodology and Sample Description

As mentioned above, the students were asked to complete the questionnaire over a two day period in mid-June, 2007. Students either completed the questionnaire in their classrooms or in the school cafeteria. Both teachers and members of the research team supervised the administration of the survey. After a brief introduction that outlined the purpose of the study and the nature of the questions, students were given a copy of the questionnaire and a blank envelope. They were instructed not to put their name or other identifying information on either the questionnaire or the envelope. Before they began to answer the questionnaire, the students were informed that the survey was completely confidential and that members of the research team would never be able to identify which student filled out which questionnaire. They were also told that they did not have to answer any questions and that they could end their participation in the study, at any time, without consequences.

The students were then given an opportunity to ask any questions they had about the survey and told that if they had any questions while they were completing the survey that they should raise their hand and consult a member of the research team or an Interpreter. Finally, the students were instructed to put their completed questionnaire into the envelope, seal the envelope and turn the questionnaire into a member of the research team. This procedure was designed to increase student confidence that nobody at the

²⁴ Wortley, Scot and Julian Tanner. 2006. "Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study." *Canadian Journal of Urban Research* 15 (2): 1-20.

Tanner, Julian and Scot Wortley. 2002. *The Toronto Youth Crime and Victimization Survey: Overview Report*. Toronto: Centre of Criminology, University of Toronto.

school (teachers, administrative staff or other students) would ever get the opportunity to read their answers and that nobody from the research team would examine their questionnaire until after they had left the school. It was felt that this procedure would ensure the students' privacy and subsequently increase the probability that they would answer the questions honestly. After collecting completed questionnaires, all surveys were handed over to Professor Wortley for data entry and data cleaning.

The research team was able to collect 459 completed questionnaires over the two day period. TDSB records indicate that there were 838 students enrolled at C.W. Jefferys at the beginning of the school year. However, during the data entry stage, it was determined that 36 of these 459 questionnaires (7.8%) were unusable. These unusable questionnaires were either incomplete or had not been filled out properly (e.g., a student had answered "I don't know" to every question). After eliminating the unusable questionnaires we were left with a final sample of 423 respondents. Based on this 838 student population estimate, we calculate that our survey was completed by approximately half of the students (50.5%) who attended Jefferys during the 2006-2007 academic year. We feel that this is an impressive achievement considering the incredibly short time between the project's conception and the time the project entered the field (approximately 8 days). However, we must address the issue of why we were not able to reach an even higher number of students. We know that students decided not to participate in the survey for a variety of reasons. Some could not participate because they were actually writing exams. Other students indicated that they wanted to participate but needed to study for exams that were being held later in the day or later that week. Finally, some students did not participate because they felt the survey would take too long to complete or they simply were not interested in taking part in the study. Nonetheless, an analysis of the general characteristics of the students who did participate in our opinion, increases confidence that we were able to capture a true cross-section of the student population at C.W. Jefferys.

To begin with, males and females are equally represented in the final sample (49% male, 51% female). In addition, all age groups and Grades appear to be well-represented. Approximately 29% of the respondents are in Grade 9, 28% are in Grade 10, 23% are in Grade 11 and 20% are in Grade 12. The sample is also quite racially and ethnically diverse – which is consistent with the school's demographic profile. Almost half of the sample (43%) was born outside of Canada and 40% have a first language other than English. Over a third of the survey respondents (35%) self-identified a black or African Canadian, 20% are Asian, 19% are South Asian, 17% come from other racial minority backgrounds (including a large number of multi-racial individuals) and 5% self-identified as West Asian. Only one out of every twenty students in the sample (5%) self-identified as White.

The data also indicates that a large proportion of the sample comes from a disadvantaged social background. For example, a third of the sample currently lives with only one parent (usually their mother). Only 60% reside with both parents. Furthermore, one out of every five students in the sample (22%) indicated that they currently reside in a public housing project and 20% admit that they live in a neighbourhood with a lot of crime. 50% of the respondents indicate that they live in a community with a gang problem and

18% claim that they hear gunshots in their community at least once per month. It should be noted that, despite their relatively disadvantaged status, 80% of the students in the survey plan to graduate from high school and attend either university (61%) or community college (18%). This finding is consistent with the excellent academic reputation that C.W. Jefferys has within the TDSB school system. In sum, we feel that the characteristics of our survey respondents are consistent with the characteristics of the larger student population at C.W. Jefferys and that the sample is generally consistent with the profile of other youth residing in the wider “Jane-Finch” community.

B. Student Perceptions of Safety at School and in the Community

A section of the survey examined student feelings of safety at school and in the wider community. We focused on four separate issues: 1) How safe did students at C.W. Jefferys feel at their school before and after the shooting death of Jordan Manners?; 2) How safe do students feel when they engage in various activities outside of the school environment?; 3) Do students feel safer at school or out in the community?; and 4) How worried are students about specific types of criminal activity at school and in their community?

We began our inquiry into feelings of school safety by asking the students the following question: “I want you to think about the way things were at your school before Jordan Manners was shot. How safe did you feel at your school before the shooting took place?” We then asked the respondents how safe they felt “right after Jordan Manners was shot?” Finally, we asked the students “How safe do you feel at your school today (approximately one month after the shooting took place)?” The results indicate that:

- Before the Jordan Manners’ shooting, the vast majority of students at C.W. Jefferys (81%) felt either very safe (38%) or fairly safe (43%) at their school. By contrast, only 15% of the respondents felt unsafe (11%) or very unsafe (4%).
- As might be expected, the findings suggest that student feelings of insecurity increased dramatically in the immediate aftermath of the shooting incident. Indeed, right after the shooting, almost half of the respondents (48%) felt either very unsafe (23%) or unsafe (25%) at the school. The impact of the shooting can be further illustrated by the fact that the proportion of students who felt safe at C.W. Jefferys dropped from 81% before the shooting to only 44% immediately following the shooting – a decline of 37 percentage points.
- However, it appears that this dramatic increase in feelings of insecurity was temporary. Indeed, by the time this survey was administered to the students -- approximately one month after the survey -- it appears that feelings of safety were returning to normal. Nonetheless, it should be stressed that the data also indicate that the shooting may have a lasting impact on feelings of safety – at least for some C.W. Jefferys’ students. Indeed, although the proportion of respondents

In order to further explore how C.W. Jefferys' students feel about their school, we asked them the following question: "In general, would you say that C.W. Jefferys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?" The results indicate that:

- Despite the shooting of Jordan Manners, three out of every four C.W. Jefferys students (74%) still feels that their school is either very safe (29%) or fairly safe (45%). By contrast, only 13% feel that the school is unsafe and only 6% feel that it is very unsafe. Nonetheless, the fact that one out of every five students at C.W. Jefferys (19%) feels that their school is "unsafe" may be a cause for at least some concern.

We also asked the respondents: "Do you think that C.W. Jefferys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?" The results suggest that:

- Despite the death of Jordan Manners, half of all C.W. Jefferys students (50%) still feel that their school has less violence than other schools. An additional 23% feel that their school is no more violent than other schools.
- Only 13% of the students surveyed feel that C.W. Jefferys is actually more violent than other schools in Toronto.
- These findings are consistent with stakeholder claims that, in general, C.W. Jefferys is a safe school and there are other schools in the area that have more serious problems with violence and crime. These findings are also consistent with student and teacher complaints that C.W. Jefferys has been unfairly labelled and stigmatised as a result of the extensive media coverage of the Jordan Manners' death.

After consulting our student respondents about their feelings of safety at school, we asked them how safe they feel when they engage in a variety of different activities outside of the school environment. The results suggest that:

- Students are most likely to feel unsafe when they engage in certain activities at night. For example, 48% of the respondents report that they feel unsafe or very unsafe when they walk around their own neighbourhood at night. By contrast, only 13% feel unsafe when they walk around their neighbourhood during the day.

- Similarly, 42% of the respondents feel unsafe or very unsafe when they use the TTC at night. By comparison, only 12% feel unsafe using public transit during the day.
- The fact that a high proportion of students feel unsafe walking or using the TTC at night in their own community is concerning. It could reflect the reality that many of the students at C.W. Jefferys live in disadvantaged, high crime communities and subsequently worry about their personal safety on a regular basis.
- Almost half of all students (47%) claim that they would feel unsafe or very unsafe if they went to a nightclub or bar -- another night-time activity. However, almost 30% indicate that they don't know how they would feel at such venues – an indication that many students have never actually engaged in such activities.
- One out of every three respondents (33%) indicate that they would feel safe or very unsafe visiting another high school. This might be viewed as evidence of inter-school rivalries or it could reflect the fact that some respondents feel that C.W. Jefferys is actually safer and less violent than other schools in the area.
- Going downtown, going to house parties and visiting friends in other communities are also activities that produce feelings of insecurity for some students. At least 20% of the respondents to this survey report that they would feel safe or very unsafe engaging in such activities.
- By contrast, almost all respondents feel safe or very safe when they visit a shopping mall (81%) or go to the movies with friends (82%).

To summarize, the results suggest that, with the exception of the period immediately following the shooting death of Jordan Manners, most students perceive C.W. Jefferys to be a relatively safe environment. Indeed, before the shooting, students felt just as safe at C.W. Jefferys as they did walking in their own neighbourhood during the day, using the TTC during the day, visiting shopping malls and going to the movies with friends.

We next asked the respondents to tell us how frequently they felt afraid or unsafe when they were walking to and from school. Previous research suggests that a high proportion of youth victimization takes place during these unsupervised periods. Nonetheless, the data indicates that:

- Almost half of all the students surveyed (46%) report that they never feel unsafe travelling to and from school and an additional 23% state that they almost never feel unsafe. By contrast, only 4% report that they feel unsafe “almost every day.”

We concluded our inquiry into feelings of safety by asking the respondents how often they worry about becoming the victim of different types of crime. The results suggest that:

- The results suggest that C.W. Jefferys' students are most worried about personal theft and street gangs – both inside and outside of school. Almost half of all respondents (49%) indicate that they at least sometimes worry about gangs in their community. Similarly, 46% sometimes worry about gangs from outside of their community and 45% sometimes worry about gangs at school.
- Similarly, 48% of the students surveyed at least sometimes worry about having something stolen from them at school and 46% sometimes worry about theft outside of the school environment.
- Robbery also seems to be a common concern. Indeed, two out of every five respondents (42%) report that they at least sometimes worry about being robbed at school and an equal proportion (40%) sometimes worry about being robbed outside of school.
- Other findings suggest that 37% of students at least sometimes worry about being physically assaulted outside of school and a third (33%) sometimes worry about being assaulted at school.
- Concern about sexual assault is much more prevalent among female students than male students. Indeed, half of the female students we surveyed (49%) admitted that they at least sometimes worry about being sexually assaulted or molested outside of school, compared to only 17% of the male respondents. Similarly, a third of the female respondents (33%) at least sometimes worry about being sexually assaulted or molested at school, compared to 16% of male respondents.

C. Student Perceptions of Problems at School

The survey explored the respondents' general perceptions of specific problems or issues that *may* or *may not* exist at C.W. Jefferys. We provided the students with a list of issues that sometimes take place within Canadian high schools. We then asked them to indicate whether they thought these issues were a problem at C.W. Jefferys. Response options ranged from "A very serious problem" to "Not a problem at all". The specific problems identified in the survey were informed by our initial face –face consultations with student and teacher stakeholders at C.W. Jefferys (discussed in the previous section of this report). However, other items were extracted from previous student surveys conducted in Canada and the United States. Notable results from this section of the survey indicate that:

- Theft, bullying and students who bring weapons to school are the three activities that are the most likely to be identified as “serious” or “very serious” problems by the students at C.W. Jefferys. For example, over two-thirds of the respondents (67%) feel that “students who steal from other students” is a serious problem at their school. Similarly, 60% of the respondents believe that students “who bring weapons to school” is a serious problem. Sixty percent also think that “students who pick on or bully other students” is a serious problem.
- It is important to note that over 40% of the respondents believe that weapons are a “very serious” problem at C.W. Jefferys. An additional 18% feel that weapons are a “serious” problem. By contrast, only 9% think that weapons are “not a problem at all.” This finding, however, should be interpreted with caution. First of all, these figures may be somewhat inflated because of concerns in the wake of the shooting death of Jordan Manners. Obviously, in that case, a firearm did enter the school and a student was fatally wounded. Thus, we must at least consider the possibility that this incident significantly increased the number of students who feel that weapons are a problem at Jefferys. Unfortunately, we do not know how these same respondents would have answered the weapons question prior to the Jordan Manners tragedy. It is also difficult to determine exactly what students mean when they state that weapons are “a serious problem.” Are the respondents trying to tell us that many of their fellow students carry weapons to school on a regular basis? An alternative explanation is that only a few students actually bring weapons to school – but the respondents feel that this small minority represents a serious threat to their personal safety. The issue of weapons is explored further in a subsequent section of this chapter.
- The results of the survey further suggest that the majority of respondents are also concerned with other forms of violence and criminality at their school. For example, 55% feel that fighting is a serious problem at their school and 51% think that illegal drug use is a serious problem.
- Almost half of the C.W. Jefferys students who responded to our survey (49%) believe that drug dealing is a serious problem at their school and 46% believe that gangs are a serious problem. However, it appears that there is somewhat less concern about gangs than other types of crime and violence. For example, while 42% of respondents believe that weapons are a “very serious” problem at C.W. Jefferys, only 18% believe that gangs are a “very serious” problem.
- It is also important to note that almost half of the respondents (48%) feel that there is a serious problem at their school with “students who gossip or spread rumours about other students.” This finding helps put the other results into context. Although our student respondents are quite concerned about “important” issues related to school safety and student-teacher relations, a significant proportion are also concerned with more “common” adolescent issues concerning peer group relationships. Nonetheless, the findings with respect to the gossip issue should not be dismissed. Previous research has suggested that gossip is a

form of verbal aggression or bullying that can have a negative impact on student self-esteem and feelings of personal safety. Furthermore, gossip sometimes leads to personal disputes that can escalate into physical violence.

The second strategy that we used to identify potential problems at C.W. Jefferys was to present our student respondents with a series of statements about their school and ask them whether they agreed or disagreed with each of these statements. Response options ranged from “strongly agree” to “strongly disagree.” Some of the findings from this section of the survey support specific arguments made by both teachers and students during our initial consultations. Important findings include:

- Three out of every four student respondents (75%) agrees or strongly agrees that “students often hang out in the halls and make noise when classes are on.” This is consistent with teacher and student claims that there are serious problems with student noise and disorder in the hallways during class-time and that some students wander or hang out in the halls without consequences.
- The vast majority of student respondents (75%) also agree that “many students at C.W. Jefferys do not respect their teachers.” Similarly, 70% of the student respondents agree or strongly agree that “some students at my school just won’t do what their teachers tell them to do.” This is consistent with the argument that, in some cases, there has been a breakdown in the traditional student-teacher relationship at C.W. Jefferys. Indeed, according to the student respondents themselves, many students at C.W. Jefferys apparently disrespect their teachers and are apparently willing to question or challenge their authority.
- Although many respondents appear critical of the behaviours and attitudes of some of their fellow students, additional findings suggest that many respondents feel that the teachers must shoulder at least some of the blame for any breakdown in student-teacher relations. For example, approximately two-thirds of the respondents (63%) agree or strongly agree that “some teachers do not know how to talk to their students.” A third of the student respondents also agree or strongly agree that: “In general, the teachers at my school do not respect the students.”
- Fortunately, the findings with respect to teacher-student relations at C.W. Jefferys are not all negative. For example, the majority of the students surveyed (60%) agree or strongly agree that “the teachers at my school care about what happens to their students.” The majority of respondents (56%) also agree or strongly agree that “most of the students and teachers at my school get along.” Finally, over 40% of the students surveyed agree or strongly agree that “the teachers at my school treat everyone fairly.”
- Finally, we asked a series of questions about the presence of “outsiders” at C.W. Jefferys during the school year. During our initial consultations, a number of stakeholders had expressed a concern that people who are not students at C.W. Jefferys (outsiders) often visit the school and that these people sometimes

represent a serious security threat. The results suggest that while outsiders may often visit the school, only a minority of students feel that they represent a serious threat to school safety. For example, two-thirds of the students (66%) agree or strongly agree that “people from outside my school often come to visit their friends and hang out.” However, only 40% agree or strongly agree that outsiders “often come to my school to cause trouble” and only 21% agree that outsiders “often come to sell drugs at my school.”

The third strategy that we used to identify potential problems at C.W. Jefferys was to ask our student respondents how frequently they thought certain behaviours or activities occurred at their school. Response options ranged from “Almost every day” to “Never or almost never.”

- The results strongly suggest that hallway disorder and students who talk back to teachers are the most commonly occurring problems at C.W. Jefferys. For example, 57% of the respondents report that, in their opinion, students hang out in the halls and make noise during class “almost every day.” Overall, three out of every four respondents (73%) feels that such hallway disorder occurs at least once per week.
- Similarly, more than a third of the respondents (35%) feel that students at their school talk back or act rudely towards teachers almost every day. Overall, two-thirds of the respondents (62%) maintain that students talk back or act rudely toward teachers at least once per week.
- According to the student respondents, other types of problems occur much less frequently. For example, while 73% of the respondents feel that hallway disorder and student disrespect of teachers occurs at their school on a weekly basis, only 36% feel that the unfair treatment of students by teachers occurs at this rate. Similarly, only 30% of students feel that bullying occurs at their school at least once per week and only 29% feel that students are unfairly punished on a weekly basis.
- Further analysis reveals that most students think that serious criminality and violence are not regular occurrences at their school. Nonetheless, there is a significant minority who feel that such behaviours are relatively common. For example, one out of every four respondents (25%) feels that drug dealing takes place at their school on a weekly basis, 17% feel that fights between students happen at least once per week and 11% of respondents believe that students carry weapons to school every day.
- Almost half of the respondents claim that they actually “*don’t know*” how often drug dealing takes place at their school or how frequently students bring weapons to into the school environment. Thus, while the majority of students claim that both drug dealing and weapons are a problem at their school (see discussion

above), one out of every two cannot accurately estimate how frequently these behaviours take place. This finding suggests that, unlike hallway disorder and student disrespect for teachers, most C.W. Jefferys students do not encounter drug dealing or weapons at their school on a regular basis. This is not to say that these issues are not a cause for concern. However, based on the responses to the above questions, it appears that open criminality and violence at school are *not* part of the everyday experiences of the majority of students at C.W. Jefferys.

D. Other Problems

We concluded this section of the student questionnaire by asking our respondents: *“Are there any other problems at your school that you have not told us about? If there are other problems -- please tell us about them.”* A text box was then provided for the students to write in their answers.

The responses to this open-ended question often mirrored the concerns or themes identified through our initial stakeholder consultations. For example, a number of respondents expressed the opinion that poor student behaviour is often ignored or tolerated at C.W. Jefferys. Others felt that this lack of student discipline and accountability has had a negative impact on the school and contributed to problems of disorder and safety. The following statements from the student respondents illustrate this point of view:

- There is smoking outside of the school, whether it be drugs or cigarettes is gross. At the back of the building there are kids selling drugs. Before the Jordan accident there were kids right under Room 310 selling drugs. Everyday there was kids smoking and nobody did anything.
- There is disruption everywhere at this school. It is easy to simply walk in with whatever you want.
- Skippers are a problem at this school. They are the ones hanging in the halls or out front. They are the ones that are failing and causing everything bad. They get away with it.
- Every period there are students that hang in the hallway. Many students and teachers are transferring away next year.
- Hall monitors and other authority figures do not enforce the rules but mingle with students.
- There is little discipline in the school. Teachers don't know how to relate to students. Students have life too easy so they see no point in working hard or following the rules to get what they want.

- There are not enough rules at this school and there is not enough enforcement of the rules we currently have.
- Please have enforcement of rules at the school. It is heartbreaking to see students treat teachers like trash and the disrespectful way students talk to them. Everyone knows that no matter what they do they will be let off easily. Calls home have very low effectiveness.
- Fairness aside, bad students are never punished.
- Students at this school often engage in rudeness, intimidation and promiscuity.
- Students smoke weed in the stairwells. They smoke weed on school property. Nothin ever happens.
- Some of the students at this school have no respect for the school or the teachers. They are here to fool around, chase girls and sell drugs. The teachers are too afraid of them. They get away with everything. Schools need more rules so the good kids can get on with their lives.
- Students don't follow the rules because the school is too soft.
- Students talk back to teachers and some teachers rarely do anything.
- There is no authority. Students go around disrespecting everyone. The new vice principle can't control them. There is no discipline.
- There were a few locker break-ins and there was no police investigation!!
- Those who cause trouble and harm are rarely punished, issues are just ignored.

Other students were more concerned with the attitudes and behaviours of the teachers at C.W. Jefferys than the attitudes and behaviours of their fellow students. The qualitative data suggest that some students feel that the teachers at C.W. Jefferys do not treat them fairly and exhibit various forms of biases including racial bias. In the interests of fairness, this data as well as accompanying student comments will be published in the Final Report when the Panel releases the full survey results from teachers that include teachers' views of their relationships with students.

Other school problems mentioned by the students in response to this open-ended question include: 1) ***School cleanliness and maintenance*** ("There are cockroaches and rats and the bathrooms don't work;" "There is no air conditioning, too many broken things at this school. There are lots of insects;" "This school is not clean, it is nasty;" "The washrooms in the school are dirty and they don't work, there are bugs all over the

washrooms”; 2) *The Attitudes and Behaviour of the Grade Nine Students* (“Many of my peers have noticed that there seems to be a pattern in which the attitudes of the Grade 9 students are getting worse and worse;” “The Grade 9 students are the rudest and they cause a lot of problems”); and 3) *A Lack of Extra-curricular Programs for Students* (“There are no after-school programs at this school;” “We need more money for programs;” “There are not enough extra-curricular activities at this school for students to keep occupied;” “We need more clubs and activities like dances and other events too).” Finally, one student claimed that they were disappointed that the issue of school safety was not recognized at C.W. Jefferys until after the shooting death of Jordan Manners. She implied that there were problems at C.W. Jefferys before the shooting and that they should have been identified earlier: “The only thing that I don’t like is that it takes my best friend’s death (Jordan Manners) for all this to happen. The problems were here before. You guys never knew that Jefferys is a bad school.” This is a theme that is repeated in other sections of the survey – discussed below.

E. Student Victimization

In the wake of the Jordan Manners shooting, questions arose with respect to how prevalent crime and victimization are at C.W. Jefferys. Thus, in the next section of the survey, we asked respondents whether or not they had experienced different types of victimization. Consistent with the mandate of the Panel, we asked the students about victimization experiences that had taken place over the past two years. We further asked the respondents to distinguish between incidents of victimization that occurred at school and victimization experiences that occurred outside of school. It should be noted that just because a student indicates that they were victimized at school does not necessarily mean that the victimization occurred at C.W. Jefferys. For example, a Grade 9 student who claims that they were assaulted in the past two years might be referring to an incident that occurred in Grade 8 when they were attending another school.

Nine types of victimization were examined for the purposes of the Interim Report: 1) *Minor Theft* (defined as the theft of money or items worth less than \$50.00); 2) *Major Theft* (defined as the theft of money or items worth more than \$50.00); 3) *Vandalism* (defined as the deliberate damage of property, clothes or personal items); 4) *Physical Threats* (defined as threats of physical harm that did not involve a weapon); 5) *Weapons Threats* (defined as threats of physical harm that involved a weapon); 6) *Physical Assaults* (defined as incidents of being punched, kicked or slapped); 7) *Robbery* (defined as having money or personal items taken from you by force or the threat of force); 8) *Weapons Assaults* (defined as being attacked by someone with a weapon like a knife or a bat); and 9) *Verbal Abuse* (defined as being verbally teased or insulted). Respondents could answer that they had never experienced a specific type of victimization in the past two years, that they were victimized once, that they were victimized between two and five times or that they were victimized on more than five occasions. The questions that were asked are consistent with items used previously in other North American victimization surveys. The results from this section of the survey indicate that:

- Within the school environment, minor theft is more likely to be experienced than other types of crime. Indeed, almost half of the students surveyed (45%) indicate

that they were the victim of minor theft, at school, in the past two years. One out of every five respondents (18%) report that they were the victim of school-based theft on more than one occasion.

- A high proportion of students (42%) also report that they have been insulted or teased at school. One out of every four respondents (27%) reports that they have been teased or insulted on more than one occasion in the past two years. It should be noted that such verbal bullying can hurt a student's self-esteem and sometimes leads to depression and an avoidance of school activities. Furthermore, verbal bullying sometimes leads to physical confrontations between students.
- Physical threats (without a weapon) are the next most common type of victimization. Four out of ten respondents (39%) report that they have been threatened with physical harm at school over the past two years. One out of four respondents (24%) reports that they have been physically threatened at school on multiple occasions.
- After physical threats, actual physical assault emerges as the next most common school-based victimization. Indeed, 37% of the respondents indicate that they have been physically assaulted (without a weapon) at school over the past two years. One out of every five students (19%) indicates that they have been assaulted at school on more than one occasion.
- Vandalism at school has also been experienced by over a third of the students (35%) participating in this survey. Seventeen percent experienced property damage on more than one occasion.
- Major theft is the next most prevalent school-based victimization. Almost one-third (32%) of all students have been the victim of major theft in the past year. Thirteen percent of respondents indicate that they have been a victim of major theft on more than one occasion.
- One out of five respondents (21%) indicate that they have been robbed at school in the past two years. One out of ten respondents indicates that they have been robbed at school on two or more occasions.
- Weapons threats are the next most common school-based victimization. Eighteen percent of the students surveyed indicate that they have been threatened by someone with a weapon at their school in the past two years. Nine percent have been threatened with a weapon on more than one occasion.
- The data also suggest that the respondents to this survey are also subject to victimization outside of school. However, the data also indicate that, for some types of crime, victimization rates are higher in school than outside of school.

- According to our respondents, students are more likely to experience minor theft, verbal assaults (insults and teasing), threats (not involving weapons), physical assaults and vandalism when they are at school than when they are off school property.
- On the other hand, exposure to major theft, robbery, weapons threats and sexual assault appear to be just as common out of school as within the school environment.
- Finally, it appears that students are somewhat more likely to experience serious violence -- including gun-related threats and assaults involving weapons -- outside of school than on school property.
- Additional analysis indicates that important gender differences exist with respect to criminal victimization. For example, within the school environment, male students are significantly more likely than female students to report being the victim of physical threats, threats involving weapons, physical assaults, robbery, gun assaults and assaults involving a weapon. This is completely consistent with the gender differences observed in previous victimization surveys.
- However, also consistent with previous research, female respondents are much more likely to report being the victim of a sexual assault than their male counterparts. Interestingly, within the school environment, male and female students are equally likely to report minor theft, major theft, vandalism and verbal bullying.

F. The Victimization Numbers in Context

At first glance, the victimization data presented above may appear shockingly high. However, we maintain that these figures should not be used to argue that C.W. Jefferys is a particularly dangerous school or that it is more violent or crime-ridden than other high schools in the Toronto area. Such conclusions would be premature and cannot be validated without the same survey being administered to other high schools in the Toronto area. Indeed, we feel that our findings, as disturbing as they may be, are quite consistent with the results of other youth victimization surveys conducted in North America. Unfortunately, few of these surveys have actually been conducted in Canada.

One exception is the 2000 Toronto Youth Crime and Victimization Survey²⁵. This survey, conducted in 2000, involved a random sample of 3,393 high school students from

²⁵Wortley, Scot and Julian Tanner. 2006. "Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study." *Canadian Journal of Urban Research* 15 (2): 1-20.

Tanner, Julian and Scot Wortley. 2002. *The Toronto Youth Crime and Victimization Survey: Overview Report*. Toronto: Centre of Criminology, University of Toronto.

30 different high schools in the Toronto region (10 from the Catholic School Board and 20 from the Public School Board). During this study, a detailed questionnaire was administered to student respondents during class time. As with the survey conducted at C.W. Jefferys, one of the primary objectives of this project was to document experiences of victimization. However, some of the questions asked in 2000 were quite different than the questions posed during the C.W. Jefferys survey. For example, while the C.W. Jefferys survey focused on victimization in the past two years, the 2000 survey focused on lifetime victimization rates and victimization experiences that had taken place in the past twelve months. Furthermore, because of the Jordan Manners shooting, the C.W. Jefferys' survey focused more on gun-related victimizations and incidents that took place at school than general patterns of youth victimization. Nonetheless, we feel that, despite the seven year gap and somewhat different lines of questioning, the existence of the 2000 data provides at least some opportunity to compare the experiences of C.W. Jefferys students to the experiences of high school students from other high schools in the Toronto area. It should be noted that C.W. Jefferys was not one of the schools included in the 2000 survey. Comparing the 2007 student survey of C.W. Jefferys students with the 2000 Toronto Youth Crime and Victimization Survey yields the following results:

- In 2007, 45% of the student respondents from C.W. Jefferys reported that they had been the victim of minor theft in the past two years. By contrast, in 2000, 38% of high school students claimed that they had been a victim of minor theft *in the past twelve months* and 72% claimed that they had been a victim of minor theft at sometime in their life.
- Similarly, in 2007, 39% of the survey respondents from C.W. Jefferys claimed that they had received physical threats in the past two years. By contrast, in 2000, 39% of 3,400 Toronto High School students who took part in the study claimed that they had received physical threats *in the past twelve months* and 67% claimed that they had received physical threats at some time in their life.
- In 2007, 37% of C.W. Jefferys students claimed that they had been physically assaulted at school in the past twenty-four months. In 2000, 39% of Toronto high school students (from 30 different schools) reported that they had been physically assaulted in the past year and 70% indicated that they had been assaulted as some time in their life
- Additional analysis reveals that, in 2007, 18% of C.W. Jefferys students claim that they had been threatened by someone with a weapon in the past two years. By contrast, in 2000, survey results suggest that 15% of Toronto high school students received weapons threats in the past year and 28% had been threatened with a weapon at some time in their life.
- Similarly, in 2007, 11% of the C.W. Jefferys students who took part in the study claim that they had been assaulted by someone with a weapon in the past two years. By contrast, in 2000, 8% of Toronto high school students indicated that

they had been the victim of a weapons-related assault in the past twelve months and 16% had been assaulted with a weapon at some time in their life.

In sum, the victimization findings produced in 2000, using a large sample of high school students from 30 different schools across Toronto, seem to largely mirror the victimization results produced in 2007 using a relatively small sample of students from C.W. Jefferys. The comparison of data from the 2007 survey with the results of the 2000 survey only serves to increase our confidence in the current findings. Furthermore, this comparison serves to highlight the possibility that C.W. Jefferys is not any more dangerous than other high schools in the Toronto area. This does not mean that crime and victimization were not a problem at C.W. Jefferys over the past two years. However, the comparison of the two surveys, conducted seven years apart, underscores the possibility that problems with crime and victimization are not isolated within C.W. Jefferys or even within other schools in the “Jane-Finch” community. Crime and victimization may be a problem faced by students at many schools throughout the Toronto region.

G. Details of “Most Serious” Victimization

In order to examine student victimization experiences more closely, we asked our respondents to describe “the worst thing” that had ever happened to them that “might be considered a crime or an act of violence.” A total of 177 respondents (41.8% of the sample) provided us with the details of their “worst victimization” experience. The 177 criminal victimization incidents described to us included robbery (16% of all cases), physical assault (15%), theft (11%), threats (7%), and assaults involving a firearm (5%). However, in 60 of the 177 cases (34%), the respondent indicated that they were victimized but did not want to disclose the nature of the crime. The information gathered with respect to each of these incidents indicates that:

- 79% percent of the incidents described by the respondents occurred in the past two years, 59% within the past year and 20% within the past two years. Only 15% of the incidents occurred more than 3 years ago.
- A large proportion of the “most serious” victimization incidents described by the respondents took place at school (42%) or in the area around the school (20%). An additional 14% took place in the respondents’ own neighbourhood. Nine percent of these incidents either took place at the respondents’ own home or at someone else’s home. The remainder (12%) took place in other public areas including parks, shopping malls, parties and streets outside of the respondents’ own community
- Further analysis reveals that 80% of the thefts described by the respondents took place at school, as were 46% of the threats, 46% of the physical assaults, 35% of the sexual assaults and 18% of the robberies. In addition, a high proportion of all robberies (36%), physical assaults (35%) and sexual assaults (18%) took place in the area around the school.

- One out of every four “most serious” victimization incidents (27%) was committed by another student. An additional 22% were committed by an acquaintance (defined as someone the respondent has seen but did not know well) and 11% were committed by a friend. We cannot determine whether these friends or acquaintances were also students at the same school. Almost 25% of all victimizations were committed by a stranger. By contrast, only 4% were committed by parents and 4% were committed by other relatives.
- According to the respondents, only 7% of the “most serious” victimization incidents described in the survey were reported to the police.
- All respondents who indicated that they did not report their victimization to the police were asked why they did not report the crime. On average, respondents gave 4.3 different reasons for not reporting the victimizations to the police. The most common reasons include, fear of the offenders (54%), a belief that the police can’t provide adequate protection from offenders (61%), a belief that the crime was too trivial (47%), a belief that the police can not do anything (53%), a desire not to upset parents (60%), a distrust or dislike of the police (51%) and a desire to seek one’s own revenge. Over half of the respondents (52%) did not report their personal victimization experience because they simply did not want to be a “snitch.”

H. Witnessing Crime

We also asked the student respondents whether they had ever *witnessed* four different types of crime including: 1) A shooting or gun battle; 2) A serious physical assault or beating; 3) Drug dealing; and 4) A robbery. We also asked respondents when they last witnessed each type of crime and whether they reported the last incident they witnessed to the police. The results indicate that a large proportion of students at C.W. Jefferys have witnessed serious criminal incidents.

- Forty-two percent of all respondents indicate that they have witnessed drug dealing at some time in their life. The majority of these respondents witnessed drug dealing in the past twelve months.
- Forty two percent of all respondents indicate that they have witnessed a serious attack or beating in their life. The majority of these respondents witnessed this type of crime in the past year.
- Thirty-eight percent of respondents indicate that they have witnessed a robbery or mugging at some time in their life. The majority of these respondents indicate that they witnessed this type of crime in the past two years.
- Finally, 23% of all respondents indicate that they have witnessed a shooting or gun battle at some time in their life. Most of the observed shootings took place

within the past two years. Unfortunately, the questionnaire does not allow us to determine where these shootings took place.

- Regardless of the type of crime, most witnesses did not report to the police. For example, only 3% of the respondents who witnessed drug dealing reported the incident to the police, only 6% reported serious assaults, only 7% reported robberies and only 9% reported shootings or gun battles. These figures illustrate how difficult it is for the police to both identify and solve specific criminal events.
- Those respondents who did not report the crimes they had witnessed to the police were asked why they had not reported these incidents. As with personal victimization, respondents usually gave multiple reasons for not reporting crimes to the police. For each type of crime, the majority of witnesses simply stated that they felt the incident was none of their business. Other common reasons include fear of the offenders, a fear that the police would not be able to protect them and distrust of the police. Many respondents (over 33% for each type of crime) also indicated that they did not want to get a reputation as a “snitch.” About 20% of witnesses stated they did not report the crime because there were other witnesses and they were not needed.
- These findings further illustrate that, because student witnesses and victims are often reluctant to report the crimes that they experience, a great deal of youth crime in Toronto likely goes undetected by both the police and other adult authority figures.

I. Improving School Safety

In the final section of the questionnaire, we asked the students to express their own opinions with respect to how to improve school safety and discipline at C.W. Jefferys. We first presented the respondents with nine specific strategies that have sometimes been proposed by policy-makers. The students were then asked whether they thought each strategy was a very good idea, a good idea or a bad idea with respect to improving safety at their school. The results reveal that:

- Three out of every four respondents (75%) think that increasing funding for after-school programs and extra-curricular activities is a good or very good idea with respect to reducing school safety.
- The vast majority of students (72%) also think that it would be a good or very good idea to provide more counselling or help for students who keep getting into trouble.
- Seven out of ten students (69%) also think it would be a good idea to install security cameras in the halls and in the classrooms.

- Two-thirds of the sample feel (64%) that it would be a good or very good idea to increase the number of security monitors at the school.
- Sixty percent of the respondents think that it would be a good idea or very good idea to make students wear security passes (with the student's name and photo) while they are at school.
- Student support for other safety strategies is more guarded. For example, less than half of the students surveyed (45%) think that having one way in and out of the school is a good or very good idea. Similarly, only 44% think that the school should adopt a mandatory uniform policy and only 43% think that the school should install metal detectors at school entrances. Unlike the other strategies, discussed above, more than a third of the students surveyed believe these three strategies are a bad idea.
- The least popular strategy appears to be giving police more power within the school. For example, only a third of the respondents (35%) feel that it would be a good idea or very good idea to give the police permission to search student lockers at any time in order to locate guns, other weapons and drugs. Over 60% of the students surveyed feel that this is a bad idea.

Finally, in order to examine student attitudes towards school disciplinary practices, we asked the respondents how they thought students at C.W. Jefferys should be punished for engaging in different types of disciplinary infractions. The results suggest that:

- The majority of students (64%) think that students should not be punished at all for wearing hats in school. Detention is seen as the most appropriate punishment for other students.
- A third of students (30%) also think that there should be no punishment for talking back to teachers. On the other hand, 32% of respondents think that those who talk back should be given a detention, 23% percent think the school should call their parents and 17% think that these students should see a counsellor. Twelve percent think that students who talk back should actually be suspended (9%) or expelled (3%) from school.
- A third of our respondents (33%) feel that students should not be punished at all for teasing or insulting other students. On the other hand, 34% think such students should be given a detention, 18% think that the school should call their parents and 18% think that these students should talk to a counsellor. Fifteen percent of the students we surveyed think that students who tease or insult other students should be suspended (12%) or expelled (3%).

- The respondents are much harsher with respect to more serious violations. For example, 49% of the respondents think that students should be suspended for fighting at school and 12% think they should be expelled.
- Similarly, 46% of the respondents think that students should be suspended for stealing from other students and 22% think they should be expelled.
- A third of the respondents (34%) think that students who sell drugs at school should be suspended and 36% think that these students should be expelled.
- Finally, 40% of the respondents think that students should be suspended for bringing a weapon to school. A similar proportion (38%) thinks that such students should be expelled.
- It is clear that the respondents think that the school should only call the police for very serious violations. Only one out of every ten respondents (11%) thinks that the school should call the police to deal with students who are fighting, 22% think the police should be called for theft, 29% think the police should be called for drug dealing and 40% think that the school should call the police to deal with students who bring weapons to school. It is interesting to note that even when it comes to dealing with criminal activity like fighting, drug dealing, theft and carrying weapons, the majority of students *do not* think the school should call the police.

In sum, the results of the survey suggest that the students at C.W. Jefferys are quite split with respect to their ideas about how to improve school safety and deal with students who break the rules. Although some students seem to favour a tough approach to school safety issues (more student suspensions and expulsions, more use of the police in school, mandatory school uniforms and security passes), other students seem to oppose such strategies. However, most of the students at the school seem in favour of particular measures including the installation of security cameras, more security monitors, increased funding for after-school programs and increased counselling for students with behavioural problems.

J. Other Student Comments

At the conclusion of the questionnaire students were thanked for their participation in the survey and asked if they had any other comments that they would like to make. Many students took the opportunity to make additional comments. Three themes emerged. First of all, a number of students wanted to stress that C.W. Jefferys is a safe school that was getting a bad reputation because of the Jordan Manners shooting. The following quotes are typical:

- I don't feel unsafe at this school. This shooting could have happened anywhere. I don't think everyone should over-react towards the situation. You should think carefully and smart about it.
- I feel safe at Jefferys even after the shooting happened.
- I don't think that we need to upgrade our school safety considering that in the four years that I have been here this is the first time someone got shot.
- Jefferys is a good school. The teachers are caring. It is only a few bad students who ruin it for everyone.
- Jefferys really did not have a problem before Jordan Manners was shot. Please just leave our school alone.
- Our school is better than other schools. This happens every day on the streets and could have happened at any other school.
- Our school is good!! Shit just happens everywhere.
- The Jordan Manners incident is an isolated incident is not a reflection of my school.
- Our school is really safe and it's just like every other school. There is nothing bad about our school.

Other students acknowledged that, in their opinion, C.W. Jefferys has some serious safety issues and expressed hope that these issues would be dealt with. The following quotes are typical:

- Please make some serious changes in this school, especially students who do not obey the rules and do as they wish.
- Please improve the safety at the school – it is very needed.

- Act fast before things get worse. Don't act like you want to help if all you want to do is give the appearance of working hard.
- Students should not be walking around the hallways during class because I see that all the time. Even with the hall monitors I still see kids hanging out with them in the hallways.
- I don't think it should have taken Jordan Manners death for people to actually notice that there should have been changes.

Finally, some students felt that the problems at C.W. Jefferys were a reflection of the many problems facing the people in the "Jane-Finch" community and not a reflection of the school itself. As some students wrote:

- The problems at this school are caused by poverty. Need to help poor people more so they don't sell drugs or join gangs.
- The problems in the school are caused by Jane/Finch. They don't come from the school. But some teachers just give up!! We need teachers who care and will work with us kids here. Most of us are good.
- This school is located in a bad area, hence the bad kids who attend it. Fix the state of the area and the school will subsequently be fixed. It really is not rocket science.

As one student anticipates, the solutions to many of the problems faced by C.W. Jefferys and other Toronto schools are complex and require the commitment of all segments of society:

"I think a great solution would be to talk to youth about this when they're teenagers. It's sad you wait until Jordan dies to before you start. Get youth from when they're young. Plant peace in they're minds and let them grow with it. Don't make it so that anyone feels they would even have to resort to violence as a solution. Adults have failed to reach us and to teach this to youth as you can see. It's not too late, but changes should be made earlier and we should be stricter with students and with adults."

SECTION 3.2: CONCLUSIONS

In the Panel's opinion, the results of our student survey provide cause for optimism and cause for concern. On the positive side, with the exception of the period immediately following the shooting of Jordan Manners, most students feel safe at C.W. Jefferys. Indeed, despite the Jordan Manners tragedy, most students feel that C.W. Jefferys is a safe school. Indeed, half of the students feel that C.W. Jefferys is still safer than other high schools in Toronto. Other positive findings include the fact that most respondents feel that the teachers and students get along and that teachers care for their students.

On the negative side, the results indicate that a large proportion of the students who participated in the survey think that there are serious problems at C.W. Jefferys including problems with student-teacher relationships, disorder in the hallways, students who talk back and disrespect their teachers, discrimination by teachers against students and the presence of weapons, drug dealing and gangs within the school. The results of the survey also indicate that a significant proportion of the students who participated in the study have been the victim of threats, physical assaults, theft and other types of crime – both inside and outside of school – in the past two years. The Panel stresses, however, that the levels of victimization observed in this study are consistent with the findings of other high school victimization surveys conducted in Toronto and other North American cities over the past decade. Thus, we feel it would be premature to state, at this time, that C.W. Jefferys is more violent or crime-ridden than other schools in the Toronto area. The Panel will further explore this issue in its Final Report.

Finally, the Panel acknowledges that there are distinct methodological strengths and weaknesses with using surveys to document youth attitudes and experiences. For example, one concern is whether the students who completed the survey have similar attitudes and experiences as the students who did not complete the survey. In other words, can the results of the survey be generalized to the entire Jefferys' student population? Dr. Wortley has informed us about these strengths and weaknesses during our consultations and these limitations will be discussed more fully in the Final Report. In the meantime, it is important to note that the Panel is attempting to address these issues using a variety of other approaches and methodologies. These activities are discussed in the final chapter of this report.

Conclusion

SECTION 4.1: CONCLUSION

The Panel is continuing its research work into the themes identified in this report, as well as other systemic issues that impact on the security of students in our public school system. One significant issue is the important role that police play in school safety.

The issue of the school-police relationship is one of the systemic issues that the Panel will be considering. Detective Constable Peter Duncan of 31 Division has publicly stated that he was concerned that officers were not regularly invited to C.W. Jefferys during the recent school year²⁶. Detective Constable Duncan has been invited to share his perspective with the Panel but was unavailable prior to the release of this Interim Report. Principal Anne Kojima described the relationship between officers at 31 Division and C.W. Jefferys having changed during her tenure at the school (2000-2006). Ms. Kojima explained that for many years non-uniformed Street Crime officers would regularly drop by the school in a non-enforcement capacity, but that in her last year as principal (2005-2006) the police presence was limited. Ms. Kojima, “mourned the loss of the relationship” C.W. Jefferys once had with the police.

Ms. Newton-Thompson, Ms Kojima’s successor, denied that she was reluctant to call the police during her tenure. Ms. Newton-Thompson advised the Panel that she would call the police when appropriate and had called the police on a number of occasions.

The role of police officers at schools is a contentious issue that requires further analysis. Chief Bill Blair participated in an extensive consultation with the Panel as did Staff Superintendent Mike Federico and Staff Superintendent Peter Sloly, current and former commanders of the Community Mobilization Unit, respectively. In each of these consultations, the Panel was educated on the various community initiatives and partnerships the Toronto Police Service has developed and is in the process of expanding. Particularly significant to the Panel is Chief Blair’s “Neighbourhood Policing Philosophy” which, since its inception in 2005, has seen an emphasis on the provision of police services by uniformed officers. The Panel looks forward to exploring the challenges inherent in implementing the “Neighbourhood Policing Philosophy” in school communities in which serious trust issues characterize the relationship between police and racialized youth. The Panel hopes to meet with Detective Duncan and others to further research this issue and provide sustainable recommendations for the Final Report. Still to be reported on are the consultations with young people, parents, teachers, union representatives, professional organizations, administrators, superintendents, trustees, social service providers, the Ontario Human Rights Commission and community groups.

²⁶ Ian Matlow, Toronto Star, August 24, 2007, “New principal prepared to right wrongs at Jefferys”

The Panel has also requested several research reports concerning alternative schools and the physical design of safe schools. Presentations and submissions from all community members are welcome. Updates on the progress of the Panel's work can be viewed on its website at www.schoolsafetypanel.com.

Throughout the consultations, community groups have continued to impress one message on the Panel: that we must look beyond C.W. Jefferys as there are systemic issues that impact far beyond this one school. Parents and students have spoken to us of other schools that are perceived to represent a greater threat to safety than C.W. Jefferys. The anecdotes we have heard concerning a small number of schools have caused the Panel serious concern. Accordingly, the Panel proposes to conduct review work similar to its work at Jefferys to clarify these safety concerns. As the proposed review is in its early stages, the Panel has reported to the Director on a confidential basis.

The Panel acknowledges that a great deal of research has already been done on the topic of school and student safety. The TDSB has itself released two major sets of recommendations designed to improve school safety since 2004. It is understandable then, that many community members view the Panel's work with little enthusiasm and some scepticism, as many good reports and recommendations have already been made with little resulting, sustainable changes. The Panel is working with the Ontario Human Rights Commission on a joint symposium tentatively scheduled to take place on September 14, 2007, the purpose of which is to gather the research and identify the barriers that exist in the system to the implementation of effective change. We must overcome these barriers. If we have learned nothing else from Jordan Manners' death, we have learned that change can no longer wait.

SECTION 4.2: INTERIM RECOMMENDATIONS

The Panel has identified four interim recommendations that relate specifically to C.W. Jefferys and to the NW2 family of schools which, by their nature, can be acted upon (if the TDSB is so advised) prior to the Final Report.

1. The Completion of a Building Safety Audit at C.W. Jefferys

The Panel was advised by Safe Schools Administrator, Michael Hill, of the availability of a building safety audit process for TDSB schools. This audit may be invoked on the request of a school principal, and is conducted by Safe Schools advisors with expertise on building safety. There is a formal checklist that is completed as part of this audit.

Neither of the previous two principals had invoked the building safety audit process during their respective terms, nor has such an audit been administered since Jordan Manners' death. Principal Anne Kojima was unaware that such a process existed. Principal Kojima advised that when she was first starting at C.W. Jefferys the school was visited by Michael Hill, who conducted an informal inspection of the school. In a subsequent consultation on this point, Mr. Hill advises that in the year 2000 (when Mr.

Kojima became principal) he was not the safe school administrator for the NW2 family of schools and did not conduct any inspection, formal or otherwise, for Ms. Kojima. In any event, Mr. Hill has never conducted a formal safety audit and in the ordinary course, would delegate such a task to a safe school advisor which process never occurred for C.W. Jefferys. For her part, Principal Newton-Thompson had not yet initiated the audit procedure because, having recently arrived at the school, she was in the process of setting up C.W. Jefferys safe schools committee.

The Panel recommends that a formal building safety audit be conducted prior to the return of students to C.W. Jefferys this September.

2. Additional Human Resources for North -West 2

The Panel need not repeat its conclusions regarding the challenges faced by the community within North West 2. Suffice to say, this area places demands on senior management that greatly exceed those of many other areas of this City.

The Panel recommends that additional human resource support be made available to North-West 2 to address the complex needs of this community. The Panel will reserve for comment, pending its systemic review, what recommendations (if any) ought to be made for potential reorganization of supervisory roles in high-needs communities.

3. Mediation between the Trustee and Superintendent in North -West 2

Through its consultations, the Panel has concluded that the working relationship between the Trustee and Superintendent responsible for the North West 2 family of schools has become dysfunctional. The Panel ascribes no individual blame or criticism for this breakdown of communication. What is clear, however, is that the present situation does not serve the students, parents, teachers, staff and administration within North West 2. It is essential that a professional and effective working relationship be maintained between the Trustee and Superintendent to ensure that appropriate governance and accountability is maintained.

To their credit, Trustee Stephnie Payne and Superintendent Verna Lister both candidly acknowledged that their relationship had broken down and that the current situation is untenable. The Panel has proposed that they participate in a mediation conducted by an independent interpersonal mediator to attempt to resolve this situation. In order to ensure that the necessary logistical arrangements attending this recommendation could be completed in a timely fashion, the Panel advised Trustee Payne and Superintendent Lister (through her employer) in mid-July of its intention to make this recommendation. The Panel is encouraged that both parties agreed in principle to participate in such a process.

The Panel recommends that this mediation be completed as soon as possible, keeping in mind that the school year is set to commence within days of the release of this Interim Report. The Panel will not be participating in the mediation.

4. Extension of the Panel's Work to Other Schools in North -West 2

As referred to above, the Panel has experienced a startling unanimity across a broad cross-section of interests that, while C.W. Jefferys is viewed as a school of choice, there are serious safety concerns regarding other schools in the NW2 family of schools. The Panel is of the view that these schools warrant a more intensive review than was earlier contemplated.

Through the operation of the TDSB's safe school transfer program, the safety of schools within the NW2 family of schools is inextricably linked. As a school which is a net receiver of safe schools transfers from its sister schools, issues of safety and security at C.W. Jefferys cannot be divorced from those of its sister schools. For this reason, it is essential that the conditions at sending schools in the NW2 area be closely evaluated. The Panel believes that this additional work cannot be completed within the timeframe presently contemplated for the release of the Final Report. It is recommended that the Panel's reporting timeline (and resources) be extended to November 15, 2007 to accommodate these additional matters.

The Panel is not prepared to identify the schools of interest, or elaborate on the concerns raised in advance of conducting a proper review. It is gainsaid that the community in the NW2 area is as entitled to safe schools as any other area within the TDSB's jurisdiction, and that when serious safety concerns are raised that they be promptly and fully addressed.

Signatories and Appendices

SIGNATORIES OF THIS REPORT

This report is respectfully submitted this 28th day of August, 2007 on behalf of the
School Community Safety Advisory Panel:



Julian N. Falconer – B.A., L.L.B.
Chair



Peggy Edwards – M.S.W.
Member



Linda MacKinnon – M.Ed., B.Ed.
Member

Appendix A:

Terms of Reference for the School Community Safety Advisory Panel (June 5, 2007)

The independent Panel shall make findings and recommendations to the Director of the Toronto District School Board by July 16, 2007 with respect to:

The practices and procedures at C.W. Jefferys in the two years prior to May 23 2007 with regards to student supervision, student discipline and building security;

Factors influencing the ability of C.W. Jefferys in particular or the Toronto District School Board schools in general to maintain student order and discipline;

Improving practices in TDSB schools with regards to prevention, school supervision, discipline and security which will create a positive, safe and welcoming school environment.

The Panel will give current and past C.W. Jefferys students an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys employees (teachers, support staff and administration) an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys parents an opportunity to describe their experiences with the school.

The Panel may make such other enquiries and consultations it deems necessary to achieve its objects, including but not limited to:

Community agencies and advocacy groups and Trustees

School Board administration

Unions and employee groups

Appendix B: Change to Terms of Reference (July 6, 2007)



5050 Yonge Street, Toronto, Ontario M2N 5N8 • Tel: (416) 395-8201 • Fax: (416) 393-0889

GERRY CONNELLY

Director of Education

July 6, 2007

Julian N. Falconer, Chair
School Community Safety Advisory Panel (SCSAP)
3701 Chesswood Drive
Suite 326
Toronto, ON M3J 2P6

Dear Julian Falconer:

Concerns have been raised in the last several days about the possible vulnerability of female students who are members of racialized minorities, to acts of violence and exploitation.

As a result, I am writing to you in your capacity as the Chair of SCSAP to clarify the terms of reference of the Panel's review of school safety. It is essential that the Panel include in its review the particular risks to the safety of female visible minority students that may exist with our schools.

The circumstances of the last two weeks of operation of the review require that I provide the Panel with the following directive: the Panel, in making any finding of fact or in making recommendations, is not to make any determination of criminal or civil liability of any person.

I trust these clarifications are acceptable with the Panel. Should you have any questions, please do not hesitate to contact me directly.

Yours truly,

A handwritten signature in black ink that reads 'Gerry Connelly'.

Gerry Connelly
Director of Education

Appendix C: People and Organizations Consulted to Date²⁷

June 14, 15, 19, 20, 21, 22, 25, 26, 27, 28, 29/2007

Consultations with Students, Teachers and Staff at C.W. Jefferys

- 41 Students
- 30 Staff and Students

July 4, 2007

- Teacher, C.W. Jefferys

July 5, 2007

- Staff Member, C.W. Jefferys

July 6, 2007

- Youth consultation -Black Creek Community Health Centre

July 9, 2007

- Staff Member from C.W. Jefferys
- Stephnie Payne (TDSB Trustee)

July 10, 2007

- Zanana Akande
- Youth consultation - Black Creek Community Health Centre

July 12, 2007

- Penny Mustin (TDSB)
- Grant Bowers (TDSB)

July 13, 2007

Community Dialogue with representatives from the following organizations:

- Belka Enrichment Centre
- Black Creek Community Health Centre
- Chesswood Employment Resources Centre
- Community Development Officers, City of Toronto
- Conflict Mediation Services of Downsview
- Community and Legal Aid Services Program (CLASP), York University
- Delta Family Resource Centre
- Driftwood Community Centre
- Jamaican Canadian Association
- Jane/Finch Community and Family Centre

²⁷ Where confidentiality has been requested, individual names have not been provided.

- Jane Finch Community Legal Services
- PEACH (Promoting Economic Action and Community Health)
- San Romanoway Revitalization Association
- Substance Abuse Program for African Canadian/Caribbean Youth, CAMH
- Youth Connect, Griffin Centre
- Youth Issues, JVS Toronto
- Youth Without Shelter

July 16, 2007

- Charles Roach (lawyer) and Black Action Defence Committee

July 17, 2007

- Meeting with Parents at San Romanoway Revitalization Association
- Meeting with Youth at San Romanoway Revitalization Association

July 18, 2007

- Retired Teacher
- Parent
- Staff Member from C.W. Jefferys

July 19 2007

- Barbara Hall (Chief Commissioner) & staff team - Ontario Human Rights Commission)

July 23, 2007

- Lisa Vincent (President, Ontario Principals' Council)
- Mike Benson (Executive Director, Ontario Principals' Council)

July 24, 2007

- Howard Goodman (TDSB Trustee)
- Stephnie Payne (TDSB Trustee)

July 25, 2007

- The Ashanti Room Supporters of Equity for Charis Newton-Thompson and Safety for all in Schools

July 26, 2007

- Cathy Dandy (TDSB Trustee)
- James Pasternak (TDSB Trustee)
- Verna Lister (Superintendent, TDSB)

July 27, 2007

- Sheila Cary-Meagher (TDSB Trustee)

July 30, 2007

- Scott Harrison (TDSB Trustee)
- Bruce Davis (TDSB Trustee)

July 31, 2007

- Toronto Police Chief William Blair
- Youth consultation – Jane/Finch Community and Family Centre -The Spot
- Chris Bolton (TDSB Trustee, Vice-Chair)
- Mari Rutka (TDSB Trustee)

August 1, 2007

- Khalid Mouammar (Canadian Arab Federation, President.)
- Eman Ahmed (Canadian Council of Muslim Women, Project Coordinator)
- Saira Zuberi (South Asian Legal Clinic)
- Deepa Mattoo (South Asian Legal Clinic, Coordinator of Pro Bono Legal)
- Suad Aimand (Somali Parents for Education)

August 2, 2007

- Parent
- Family
- Soo Wong (TDSB Trustee)
- Parents' group at PEACH

August 3, 2007

- Grant Bowers (TDSB)
- Nadia Bello (TDSB Trustee)

August 7, 2007

- Parent

August 8, 2007

- Barbara Hall (Ontario Human Rights Commission)

August 9, 2007

- Karl Sprogis, Toronto Schools Administrators Association (TSAA)
- Ami Trufler (TSAA)
- Don Stuart (TSAA)
- Susan E. Fraser, lawyer
- Canadian Training Institute – Breaking the Cycle
- Community and Legal Aid Services Programme (CLASP), York University
- Pro Bono Law Ontario
- Justice for Children and Youth
- St. Stephen's Community House

August 10-11, 2007

Public Consultations at C.W. Jeffreys (17 deputations on Friday, 16 on Saturday):

- 9 presenters from social service/advocacy groups (e.g. Justice for Children and Youth, PEACH, Friends in Trouble, Parents of Black Children, Metropolitan Action Committee on Violence Against Women and Children, Sexual Assault Steering Committee, Toronto,)
- Stephnie Payne (TDSB Trustees)
- Sheila Cary-Meagher (TDSB Trustee)
- Nadia Bello (TDSB Trustee)
- Olivia Chow (MP)
- Gabriel Fowodu, Vice-President, Parent Council (C.W. Jefferys)
- Chief Commissioner of Ontario Human Rights Commission, Barbara Hall
- 4 Youth
- 5 Parents
- 2 Parents/Members of Tenants' Councils
- Parent/School Council Co-Chair
- Retired Teacher
- Guidance Counsellor
- School Settlement Worker
- NDP Candidate York West/Parent
- Elizabeth Buchanan (Friend of Jordan Manners' Mother)
- Roger Rowe (lawyer/parent)

August 14, 2007

- Toronto City Councillor Joe Mihevic

August 15, 2007

- Stan Gordon (Vice-Principal at C.W. Jefferys, 2004-2007)
- Teacher from C.W. Jefferys
- Gerry Connelly (TDSB Director of Education)

August 16, 2007

- Barbara Thompson (Black Youth Helpline)
- Coalition of African Canadian Organization, with representatives from:
 - African Canadian Heritage Association
 - Canadian Organization of Black Lawyers
 - Canadian Race Relations Foundation
 - Global African Congress
 - Jamaican Canadian Association
 - Kenyan Community in Ontario
 - National African Canadian Umbrella Organizing Committee
 - Organization of Parents of Black Children
 - United Achievers

August 18, 2007

- Breakfast of Champions/Summer Celebration (Youth Association for Academics, Athletics and Character Education)

August 21, 2007

- Marcia Powers-Dunlop (Chief Social Worker, TDSB)
- Dave Johnston (Chief Social Worker, TDSB)
- Doretta Wilson (Executive Director of the Society for Quality Education)
- Retired Teacher

August 22, 2007

- PEACH Celebration
- Mike Hill (Safe Schools Administrator, TDSB)
- Toronto Supervisors Officers Association (TSAO)

August 23, 2007

- Teacher, C.W. Jefferys
- Anne Kojima (former Principal at C.W. Jefferys)
- Charis Newton-Thompson (Principal at C.W. Jefferys, 2006-2007)
- Sheila Ward (Chair of Trustees, TDSB)

August 24, 2007

- Staff Superintendent Sloly (Toronto Police Service)
- Staff Superintendent Federico (Toronto Police Service)

August 27, 2007

- Staff Member, C.W. Jefferys
- Charis Newton-Thompson (Principal at C.W. Jefferys, 2006-2007)

APPENDIX I

Report of the Task Force on Safe and Compassionate Schools (as presented to the Board on May 19, 2004)

1. Purpose

On December 17, 2003, the Toronto District School Board Board of Trustees passed a motion that directed that a Safe and Compassionate Schools Task Force be established to ensure that Board schools are safe and inclusive learning environments for students and safe places in which employees work.

2. Task Force Objectives

To assess the effectiveness of the current Board's Safe Schools Policy and its implementation

To identify the necessary steps to ensure that every Board school is a safe, compassionate, peaceful and inclusive learning environment in which to study and to work

To assess whether race, gender, sexual orientation, mother tongue of students, disability, socio-economic status, or other dimensions of diversity as listed in the Board's Equity Statement has any impact on the application of the Safe Schools Policy and, if so, what the impact is.

To make recommendations to the Board and/or other public bodies on steps that can be taken

to make schools safer and that will ensure that every student is treated fairly and equitably.

This includes but is not limited to such recommendations as may have regard for legislation,

regulations, policies, procedures, operations, or budget allocations. All such recommendations

are to identify the short, medium and long term timeframes.

To request that the Ontario Public School Boards' Association assist with the information gathering, analysis of province-wide issues and public advocacy and lobbying necessary to

effect provincial reviews of and changes to the legislation as recommended

The Task Force was to report to the Board of Trustees at its May 2004 meeting.

3. Task Force Membership

Zanana Akande, (Co-Chair) is a former principal with the TDSB. She is currently the President of Urban Alliance on Race Relations and President of Harbourfront Centre.

Chris Bolton (Co-Chair) is the Toronto District School Board trustee for Ward 10 - Trinity Spadina. He has been trustee since the election in November, 2003. Chris has also worked in the same Ward as a teacher, Special Education Consultant, and principal for 30 plus years from 1972 to 2001. He has also been involved in alternative schools programming, community schools movement and the preservation of public education in Canada.

Norm Forman, is an advocate for and consultant to the needs of special education students. Dr. Forman is a practicing Psychologist with over thirty years of experience. He is a member of the Canadian Psychological Association, The Council for Exceptional Children, and is listed in the Canadian Register of Health Service Providers in Psychology. He is a member of the Education and Advocacy Committee of a major special needs association and is the representative to the Special Education Advisory Committee (SEAC) of the Toronto District School Board..

Dr. Alok Mukherjee, teaches about Indian culture and society at York University. He is a consultant in equity, human rights and organization change. Dr. Mukherjee has served as Acting Chief Commissioner of the Ontario Human Rights Commission, and as a member of the Ontario Civilian Commission on Police Services.

Rick Sin, is a registered social worker. He received his MSW from McGill University and is currently doing his doctorate in sociology at the University of Toronto. He is a former Executive Director of the Chinese Canadian National Council Toronto Chapter, the Diversity Manager of the Canadian Cancer Society, and a social worker in Montreal, New York and Hong Kong.

Helen Yabu, has a long history with the TDSB. She attended Lord Dufferin PS and Jarvis Collegiate as a student. Helen's career with the TDSB included teaching and consulting in special education in several schools across the city. She has been a vice-principal at Leslieville PS and principal at Pape Avenue and Jesse Ketchum Schools.

Hamoon Ekhtiari, is 17 years old, came to Canada less than 3 years ago and started school in Grade 10 at Newtonbrook S.S. and is in his last year of high school. He is Vice President of TDSB's Supercouncil.

4. Consultation Process and Participants

The Task Force consulted with staff, students, parents, community agencies and organizations, and the community during the months of March, April, and May 2004. A community consultation was held in each of the four quadrants. Participants were divided into small working groups (roundtables) to discuss their views and recommendations in regard to the *Safe Schools Policy*. Each roundtable session was facilitated by a member(s) of the task force and summarized by recorders.

The task force held a total of 16 days of hearings to receive presentations. These presentations ranged from community organizations and individuals representing and involved with equity issues, students with disabilities, safe schools, and marginalized/racialized communities to organizations representing school staff (teachers, support staff and administration (principals and vice principals), central board staff from Equity, Human Rights, Safe Schools and Legal).

Over 300 emails were received from individuals and organizations who wished to offer written materials and opinions. These have been compiled and summarized.

Task Force members also met with representatives of the Ontario Human Rights Commission.

Special attention was paid to the youth/students consultation process. Task force members attended the TDSB Youth Equity Conference and made themselves available for one-on-one consultation with conference participants. A survey was circulated to all participants for their input.

Students were asked to share their opinions on the *Safe Schools Policy* at four consultation meetings – one in downtown Toronto, one in Scarborough, one at the Alexandra Park Community Centre and one at the San Romanoway Revitalization Association where a number of parents were also present. In total, over 160 children, teens, young adults and youth workers attended these consultations.

In addition to these community consultations and hearings, the task force received a number of written submissions. In total the task force consulted with over 600 people.

The Task force would like to thank the many individuals, organizations, and groups/agencies who took the time to participate in the consultation process. It would be difficult to name the over 600 parents and community members and the over 300 students, but we will attempt to name those groups and organizations that signed in for the sessions and wrote:

Alexandra Park Community Centre Youth
 Bellwoods Community Legal Services
 Canadian Union of Public Employees
 Community Equity Reference Group
 Earl Grey Senior Public School
 Elms Teachers Council
 Flemingdon Legal Services
 Jane/Finch Legal Services
 Leslieville Public School Council
 Ontario Human Rights Commission
 Ont. Secondary School Teachers Federation
 Rexdale Community Legal Clinic
 San Romonaway Revitalization Assoc.
 Scott & Oleskiw, Barristers & Solicitors
 Toronto Principal's Association
 Community Equity Reference Group

ARCH
 Canadian Race Relations Foundation
 Catholic Children's Aid Society of Toronto
 Delisle Youth Services
 Elementary Teachers of Toronto
 Family and Child Skills Development
 Glenview Sr. Middle School
 Justice for Children and Youth
 Ont. Association of Children's Aid Societies
 Ontario Public School Boards Association
 Parent Coalition for Safe Schools
 Safe Schools Forum Working Group
 St. Stephen's Community House
 The Canadian Safe School Network
 Special Education Advisory Committee

However, the task force knows that it has only scratched the surface. Given the short time frame (imposed by the Task Force on itself to ensure that recommendations could be developed before the end of the current school year), there were a number of community and service organizations unable to respond to the invitation to consult at this time. There has also been a heightened degree of research, forums, reports generated within the TDSB and outside that would preclude this report from being other than a snapshot of the moment at which it is written.

5. Introduction

Generally speaking, schools have continued to operate around behaviour management using the *Education Act* as a basis. It is acknowledged that this report addresses exceptional cases, however, the negative impact of the current zero tolerance philosophy has resulted in students and their communities feeling disenfranchised and marginalized not only from their schools but from society in general.

In a school system that addresses itself to all children and which has established a policy of concern and safety for all, it is important that everyone feel that they are being treated fairly and equitably.

The *Safe Schools Policy* of the Toronto District School Board (TDSB) is viewed as a policy that by its very implementation targets the children and youth of racialized and marginalized communities, and students with disabilities. Furthermore, it is clear by the statements made during the consultations, the impact of the *Safe Schools Policy* reaches beyond the walls of a particular school and into the very community itself. The *Safe Schools Policy* is seen by many deputants as a tool to get rid of the student who seems to have problems rather than getting rid of the problems.

The profound, pervasive and powerful sense of outrage felt by the parents who attended the consultations cannot be adequately represented on the written page. And on the basis of the personal stories told at the consultations, they are justified. Parent after parent spoke of the frustration of trying to maneuver through a system that seemed to be crammed with roadblocks designed to exclude parents from the process. Time and time again, the task force heard of attempts to speak to administrators at the school and board level only to be rebuffed. It is clear that the perceived heavy handedness on the one hand, and the perceived lack of interest in looking at mitigating factors on the other hand has resulted in distrustful, toxic relationships between too many parents and administrators and between too many communities and the Toronto District School Board.

In its consultations around *Safe School Policy* it became evident that the linkages between our schools and other societal institutions needed to be explored. Schools are seen as vital tools in effecting positive changes in our communities and participants were particularly concerned that schools had little connection to the communities in which they were situated. Community members, especially those from racialized and marginalized communities emphasized the direct link between healthy schools and healthy communities, and between education and gainful employment. “None of us want our children to live in poverty. We want our children educated so that they can live healthy and responsible lives,” said one participant. There is great fear that children and youth who are alienated by their schools will be lost to the community.

The task force identified through anecdotal evidence, the impact current *Safe Schools Policy*, has had on our criminal justice system. The Ontario Human Rights Commission report *Paying the Price: The Human Cost of Racial Profiling* reports, “Persons who work with children and youth confirm that suspended students are more likely to hang out on streets and in malls creating the

potential for increased contact with the police. Children who are out of school are more likely to meet anti-social kids and learn or engage in anti-social behaviours”.

Lawyers and advocates working with young offenders confirm that the majority of young offenders have interacted with the *Safe Schools Policy* at an early age. As one parent put it, “We need to help the kids in elementary school right now. We will lose them in middle school and they will be criminals by high school.”

This is not to say that every student who is expelled or suspended will end up in the criminal justice system. But it makes the point that the education system does not exist in isolation and that the zero tolerance philosophy of TDSB’s current *Safe Schools Policy* can have a life long effect. The Toronto District School Board is part of the broader society and these issues cross many borders. It is important therefore, to locate our schools in that continuum to ensure that children’s needs are met and accommodated before these issues transition into other milieus.

Recommendation 5:1

The creation of the task force has stimulated a notable upsurge in data collection and analysis of various legal, social and human rights aspects both within the Toronto District School Board and within other boards and communities. Much of this information will not be available until after the task force reports to the Board. To say, therefore that the task force has been able to get the full picture is not reasonable.

Therefore, it is recommended that a new reference group called the *Safe and Compassionate Schools Work Group* consisting of Board Trustees, community, students and staff, is established to monitor *Safe Schools Policy* implementation. The *Work Group* will hold regular reviews and be given the power to make recommendations to the Program and School Services standing committee of the Board for consideration, additions and modification to *Safe School Policy* and its implementation. The composition and detailed mandate will be brought to the board of Trustees in June, 2004. The mandate will include but not be limited to the following areas: monitoring the implementation of any recommendations accepted by the Board; ensuring annual reviews of the *Safe School Policy*; overseeing the collection of statistical information and the dissemination of such information to schools and the public; effecting prominent use of preventative measures such as peer counselling and restorative justice; and continuing the consultation work begun by the task force including exploring the linkages between our schools and other societal institutions to create potential collaborative relationships. The workgroup will also liaise with school based safe school committees.

Timeline Sept., 2004 Responsibility: Office of Associate Director and Program and School Services

Recommendation 5:2

There has been much discussion by those who feel disenfranchised that the *Safe Schools Act* should be repealed. In the vast majority of consultations, this notion repeated itself. Therefore, given the real concerns about the implementation of the act raised by communities in Toronto and by the Ontario Human Rights Commission, the task force recommends that the Board appeal to the Provincial Government to repeal the *Act*.

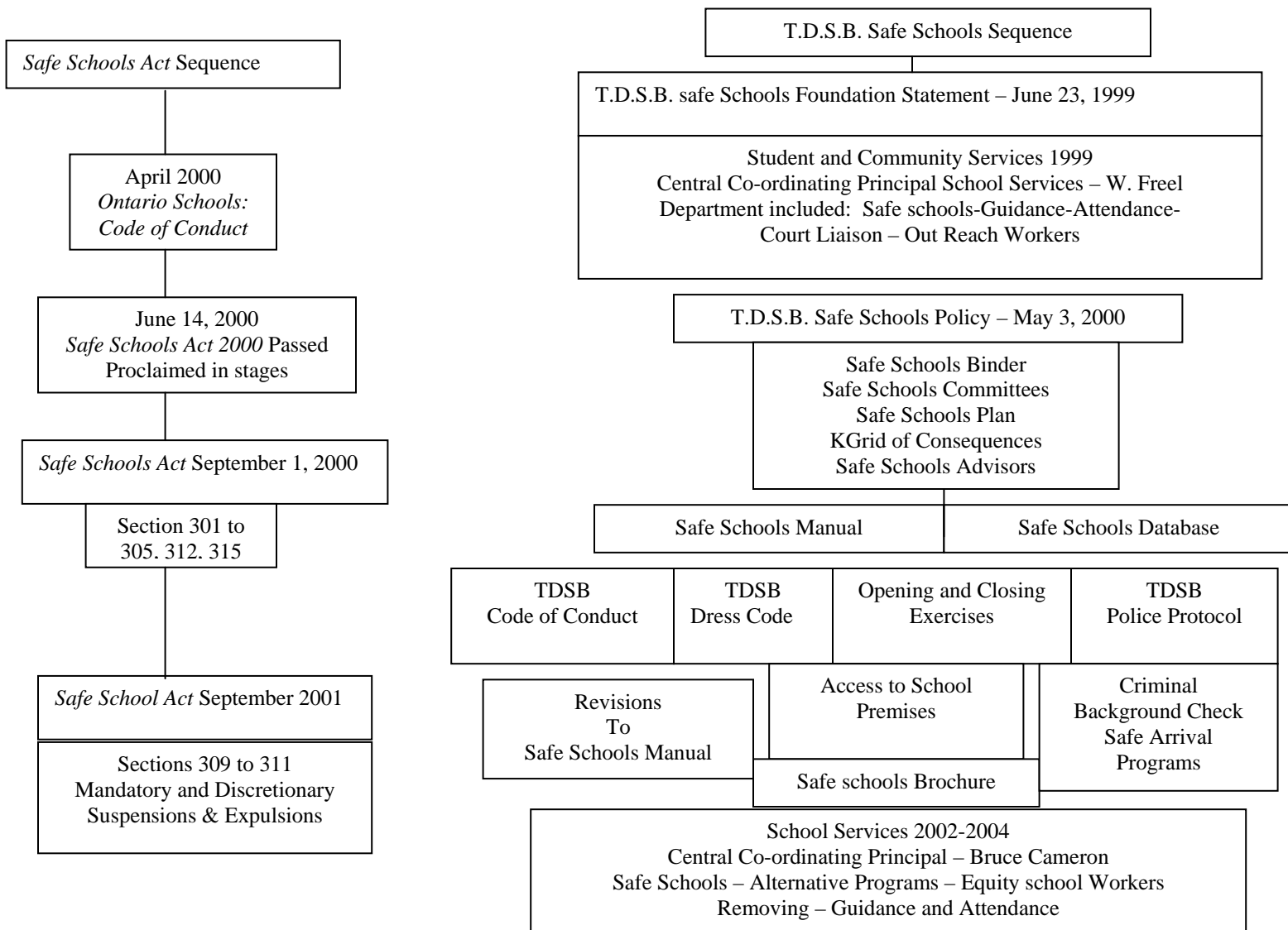
Timeline May, 2004 Responsibility: Board of Trustees

6. History of Provincial Legislation, Toronto District School Board Safe School Policies and Zero Tolerance

In a presentation by the Safe Schools Department to the Task Force the history of the provincial legislation and ensuing TDSB policies were outlined. It appears that as TDSB Safe School policies were created the lines between provincial safe schools policies and the zero tolerance policies originating in the United States became blurred and interconnected.

Historical Perspective of Safe Schools and Safe Schools Policy

<i>Education Act, R.S.O.1990, c.E.2 Section 23</i>				
Violence-Free Schools Policy - 1994				
Scarborough Zero Tolerance Policy and other Board Policies				
Amalgamation				
Student and Community Services 1998				
Sharon Bate				
W. Freel	B. McLeod	M. Dorward	T. Parish	Others



Zero tolerance is not part of the provincial legislation language and the task force believes strongly that safe schools policies ought to be thought of as being fundamentally different than zero tolerance. It appears that two messages are being given to the administrators of safe school policies. The presence of mitigating factors in provincial legislation and TDSB safe schools policies inhibits the description of the *Safe Schools Policy* as being strictly zero tolerance.

One race relations expert stated to the Task Force that “Zero tolerance policy has been in effect for 10 years in the U.S. and there is now acceptance of the adverse affects of the policy, particularly the disproportionate and negative impact on minority students which occurs by the very operation of the act. Even though the TDSB has no Ontario statistical data on zero tolerance it would be incredible if the impact was any different from other jurisdictions that have data.”

Recommendation 6:1

The task force finds that use of zero tolerance language in TDSB policies presents itself as a compelling implementation practice and recommends that all reference to zero tolerance be removed from all current and future Toronto District School Board’s internal and external documents.

Timeline: Sept. 2004

Responsibility: Office of Assoc. Director - Program

7. TDSB Policy and Procedures

The Safe Schools Department has produced a comprehensive *Safe Schools Procedures Manual* which contains the *Safe School Policy* and procedures and corollary policies and procedures.

The manual is divided into the following sections:

Section A	Safe Schools Project Plan
Section B	Safe Schools Policies, Procedures and Guidelines
Section C	List of Additional TDSB Policies and Procedures
Section D	General Considerations Related to Discipline
Section E	Suspension Procedures
Section F	Suspension Review/Appeal Procedures
Section G	Expulsion Procedures
Section H	Expulsion Appeal Process

Recommendation 7:1

The manual itself is very comprehensive but in its present form is not user friendly. The task force found that no attention was given to prevention and intervention techniques and that linkages between safe school policies and other TDSB policies, especially the *Equity Foundation Policy and Procedure, Human Rights Policy and Procedures and Guidelines and Procedures for the Accommodation of Religious Requirements, Practices and Observances* were not emphasized.

Given that the manual is the primary tool used by administrators in the implementation of the *Safe School Policy*, the Task Force makes the following recommendations:

- a) that the *Safe School Procedures* manual be reorganized to facilitate easy access by principals and vice-principals. This would include an executive summary in checklist fashion, of a description of consequences, routines, and protocols which would be placed at the front of the manual.
- b) That the documents that detail these procedures be referenced as appendices.
- c) That the remainder of the manual focus equally on prevention and intervention techniques and that a separate section of the binder relate to the creation of and tasks related to safe schools committees.
- d) That linkages between the *Safe School Policy* and other TDSB policies such as *Equity Foundation Policy and Procedure, Human Rights Policy and Procedures and Guidelines and Procedures for the Accommodation of Religious Requirements, Practices and Observances* be more clearly defined and fully integrated.

Timeline Sept. 2004

Responsibility: Safe Schools Department

8. Available Statistics

The only statistics currently available to the Task Force were given to us from the Safe School Department. These statistics did not contain race, language or other identifiers. Other agencies including the Human Rights Commission have articulated the same concerns as the Task Force regarding the information that has not been collected.

Furthermore, the Task Force was advised that due to data base problems, the information that has been collected is not easily produced in a useable form making analysis of the data near impossible.

The Task Force understands that for the Sept. 2002 – Aug. 2003 year, the number of expulsions totaled over 300.

According to a July 23, 2002 Toronto Star article, by Tess Kalinowski “Student Suspensions Up in the GTA – Principals say new mandatory reporting partly explains rise” suspensions rose 40 percent in the 2001 – 2002 academic year to 24,238 from 17,371. (In the data received from the Safe School Department, the suspension figure was 24,202). Although enrollment had dropped slightly in the 2002-2003 academic, year the number of suspensions rose to 26,411 (although the media quotes the figure at 27,000) an increase of 9.1% over the previous year.

Furthermore, the number of students involved in suspensions increased over 7% between the 2002-2002 academic year and the 2002-2003 academic year.

For the 2002-2003 academic year, 77.70% of suspensions were given to boys. The Task Force understands that 20% of suspensions are issued to students with disabilities. It was difficult to get an absolutely accurate reading, since the statistics only reflected the number of times a particular Exceptionality had been selected and a suspension could have more than one Exceptionality associated with it. The statistics indicated that Behaviour, Learning Disability, and Mild Intellectual Disability were by far the most frequent Exceptionalities identified.

Of the 16,577 students suspended during the academic year 2003-2004, 109 suspended students were 5 years of age or younger, 512 were 6 years old, 804 were 7 years old, 1,041 were 8 years old, 1,374 were 9 years old and 1,605 were 10 years old. Not only were there suspensions in kindergarten, but the Task Force also heard testimony about kindergarten students who were expelled. 8,424 suspended students were 11 – 13 years of age; 8,680 were 14 to 16 years of age; and 3,862 suspended students were age 17 to 20 years old.

Information received from the Ontario Association of Children's Aid Societies indicates that of 3,295 Crown Ward files reviewed, over 20% were suspended at least once from school in the last year. 41% of the Crown Wards who were suspended or expelled had been identified through an IPRC as having special needs. The Catholic children's Aid Society of Toronto, in a similar study indicated that of the 532 Crown Ward files reviewed, 112 or 21% had been suspended at least once from school and 34% of those suspended had been identified through an IPRC as having special needs.

During the task force's consultations, advocates, organizations and many parents called for the statistics collected on expulsions and suspensions to include the race and disability (ies) of the students involved. Furthermore, parents asked that expulsion and suspension data be made available to the public by school in a manner that provides for privacy issues and Freedom of Information. In the words of one parent, "If we are sending our kids to your school, we have the right to get those statistics."

Recommendation 8:1

Based on anecdotal and empirical data as well as minimal quantitative data, it is apparent that the Toronto District School Board's Safe Schools Policy impacts disproportionately on students from racialized and marginalized communities. Without statistics on race it is impossible to know this with any certainty, allowing an unfair discrediting of these communities concerns.

Therefore, the Task Force supports the Ontario Human Rights Commission's recommendation in its submission to the Task Force on April 29, 2004:

a) that TDSB administration be directed to collect and analyze data on expulsions and suspensions under the *Safe Schools Act* and school board policies in order to monitor, prevent and combat any discriminatory effect on individuals protected under the *Code*, including students from racialized communities and students with disabilities. Consult with affected communities and the Ontario Human Rights Commission to establish appropriate guidelines on the collection and use of data, including ensuring anonymity and using data only for the purpose of addressing inequities and promoting compliance with the *Code*. "Where anecdotal evidence of racial profiling exists, the organization involved should collect data for the purpose of monitoring its occurrence and to identify measures to combat it. Such organizations should consult with affected communities and the Ontario Human Rights Commission to establish guidelines on how the data will be collected and its use. Such data should not be used in a manner to undermine the purposes of the Ontario Human Rights Code."

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

b) that a researcher/statistician be designated to design an appropriate collection vehicle and data base to facilitate the collection and analysis of these statistics

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

c) that the results become part of the school improvement process at both the Board and school level

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

d) that in addition to the data collected on expulsions and suspensions there be the creation and maintenance of a data base to capture all information relevant to trespass letters, warnings and other exclusionary documents and processes.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept.

e) that the data collected on expulsions, suspensions, trespass letters, warnings and other exclusionary documents and processes be reported monthly to the Board of Trustees.

Timeline June., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

f) that the Board of Trustees take action to ensure that the data base connected to *Safe Schools* be upgraded as soon as possible to allow for accessible accurate and timely statistical data.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

9. Available Research and Reports

Available material from an Ontario perspective is limited. The Toronto District School Board's Legal Department is just completing a research project which looks at the practices of schools boards across the province of Ontario.

The following research materials and reports were reviewed during the Task Force's deliberations:

Blickmore, Kathy (2004) Discipline for Democracy? School Districts' Management of Conflict and Social Exclusion, *Theory and Research in Social Education* Winter 2004, Volume 32, Number 1, pp. 74-96

Harvard University, The Civil Rights Project (2000) Opportunities Suspended: The Devastating Consequences of Zero Tolerance and School Discipline”, *Report from a national summit on Zero Tolerance June 15-16, 2000 Washington D.C.*

Horsman, Jenny (2004) The Challenge to create a Safer Learning Environment for Youth *Parkdale Project Read, Spiral Community Resource Group*

Levinsky, Zachary (2003) The *Safe Schools* Act: The Reproduction of Volatility and the Resistance to a “Piece of Paper”, unpublished

Ontario Human Rights Commission (2004): The Ontario Safe Schools Act, School Discipline and Discrimination, *unpublished report*

Ontario Human Rights Commission (Dec. 2003) Paying the Price: The Human Cost of Racial Profiling – *Inquiry Report*

Ontario Human Rights Commission (July, 2003) The Opportunity to Succeed: Achieving Barrier-free Education for Students with Disabilities – *Inquiry Report*

Pieters, Gary (2003) Disproportionate Impact, the *Safe Schools Act* and Racial Profiling in Schools, *Ontario Network for Human Rights Web Site*

Roher, Eric M. and Freel, Walter H. (2003) The Right Revolution: The Importance of legal Literacy for Educators, *Education Law News, Borden, Ladner, Gervais LLP*, Fall 2003, pp.2-8

Ruck Martin D., Wortley Scot (2002) Racial and ethnic minority high school students' perceptions of school disciplinary practices: A look at some Canadian findings, *Journal of Youth and Adolescence; New York*

Skiba, Russel J.; Michael, Rober S., Nardo, Abra Carroll (2000) The Color of Discipline, Sources of Racial and Gender Disproportionality in School Punishment, *University of Nebraska-Lincoln, Policy Research Report #SRS1*

Skiba, Russel J.; Peterson, Reece (1999) The Dark Side of Zero Tolerance: Can Punishment Lead to Safe Schools? *Online article, Phi Delta Kappan*
<http://www.pdkintl.org/kappan/kski9901.htm>

Siu, Jenny (2003) 'Has Zero Tolerance Policy in Schools Perpetuated Racism in Ontario's Education System?' Drawing on American Experience *unpublished*

Recommendation 9:1

The Task Force notes an upsurge in research in the area of Safe School policies. The Task Force also notes that the information held by the TDSB about this research is minimal. The Task Force also notes that work is just beginning on the compilation of best practices in Toronto and in other jurisdictions.

Timeline: School year 2004/2005 Responsibility: Office of Associate Director - Program Therefore the Task Force recommends

a) that the TDSB research department report back to the working group with a project plan designed to compile research on an ongoing basis including but not limited to: an ongoing review of new research pertaining to safe schools policy implementation; a comprehensive listing of preventative and anti-bullying programs being offered within the TDSB and an evaluation of those programs including best practices; a comprehensive listing of preventative and anti-bullying programs being offered by community groups and agencies and an evaluation of those programs including best practices; a comprehensive listing of preventative and anti-bullying best practices in other jurisdictions including other provinces and territories, the United States, Britain and Australia.

b) That the TDSB work with other research institutes, like The Ontario Institute for Studies in Education and York University, to undertake research to study the impact of current safe school policies on people with disabilities and people from racial minorities

10. Staffing levels

Every time there was a roundtable or a conversation about Safe Schools there were reports of the effects of the decrease in staff. Be it guidance staff, lunchroom supervisors, educational assistants in kindergarten and elementary school programs, child and youth workers for special programs, youth counsellors, hall monitors the comments were the same – return them to support all students but particularly those at risk and with special needs. They are the people who make the schools safe, not cameras and cards.

Unfortunately, statistics from the Toronto District School Board on the changes in staffing levels is hard to acquire for the Task Force. And so we have not been able to attach any hard data.

For recommendations in this area see **Recommendation 11:3.**

11. Results of consultation process

Introductory Remarks

Clearly almost all who attended the consultations believed that discrimination caused students from racial minorities and students with disabilities to be treated more harshly than white students under the *Safe Schools Policy*.

A number of participants expressed the opinion that the system is biased and discriminatory and that “it was time to launch some kind of class action suit against the school board and the province”. Others expressed the view that it was time to repeal the act. “It discriminates against the poor, disadvantaged and those of African heritage”. Still others felt that “The policy that was in place before the *Safe Schools Act* worked just fine. We should go back to what we had before.”

Time and time again the Task Force heard accounts of incidents involving two students resulting in the black child being suspended while the white child was not. A mother recounted a recent incident, “My son lost two front teeth and the principal said it was a mistake. It was a white kid

who pushed him. My other son who is only five years old said it was because the kid was white and my son is black. At five years old my son believes this.”

One student noted that “because we come from a certain neighborhood, we are judged a certain way”. A Somali community member in a written submission to the task force said “Parents are embattled by a system that does not understand either their cultural views or respect their struggles to parent effectively”.

Equity groups found that there was a disparate impact on vulnerable populations including students with special needs, students of colour and immigrant students. In their submission to the task force, one equity group noted that “The *Safe Schools Act* creates a system which disengages most at-risk children and youth from the school community at increasingly earlier stages of their lives.”

In Human Rights Commissioner Norton's report, *An Opportunity to Succeed: Achieving Barrier-free Education for Students with Disabilities* the disproportionate effect of the *Safe Schools Act* on exceptional students is noted. In the Human Rights Commission's *Report on Racial Profiling* racial profiling in schools under *The Safe Schools Act* is a clear concern. The Ontario Human Rights Commission in its soon to be published report *The Ontario Safe Schools Act, School Discipline and Discrimination* states, “Nearly all the interviewees identified discrimination – direct and systemic – as the main reason why the application of discipline in schools has a disproportionate impact on racial minority students and students with disabilities”.

The author of one submission states “Two Toronto lawyers (including the writer of these submissions) who between them have represented 15 students and their parents on expulsion hearings indicate that of the total, all were racialized minorities and 14 were African Canadian. All but one was male. In addition, it appears that the overwhelming majority of the students attending the statutorily required Strict Discipline Programs in Toronto (required when a student has been expelled) are African Canadian.”

Advocates for students with disabilities were no less adamant that the *Safe Schools Act* discriminated against at-risk children and youth. As one advocate stated “People expect that their emotional development should be age appropriate even if their intellectual and cognitive development is delayed”. Another advocate pointed out that the TDSB needed to “recognize that so many of the resources once directed to inclusion, and building equity has been reoriented to the punitive measures of safe schools. TDSB needs to shift and reorient from the punitive to the restorative”.

Recommendation 11:1

The Task Force has concluded that there must be a fundamental change in the direction of the *Safe Schools Policy* from policing to creating truly safe and inclusive schools. In order to achieve this the Task Force recommends that the Board of Trustees redirect funds toward direct services to the schools and toward the creation of a new model which would include educators employed as safe school advisors, youth support workers, attendance counsellors and other youth support positions to work collaboratively with the Equity, Human Rights and Community Services Departments. Given the composition of our

schools and the backgrounds of the majority of students who are expelled or suspended, the departments should be supervised by the superintendent of equity and inner-city schools in an enlarged portfolio.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program

Recommendation 11:2:

The Task Force found that the perception of discrimination against students from racialized and marginalized communities and students with disabilities must be addressed. Therefore the Task Force recommends that:

- a) the *Safe Schools Policy* be reviewed to ensure that is consistent with the *Human Rights and Equity Foundation* statements and policies of the Toronto District Schools Board and ensure that all disciplinary actions are consistent with these policies**
- b) all staff involved in disciplinary actions within the *Safe Schools Policy* of the TDSB be trained in Equity and Human rights policy implications for Safe School Policy implementation.**
- c) training for principals, vice-principals, teachers and staff in cultural awareness, equity and anti-racism training be scheduled as part of professional development**
- d) there be careful selection of principals and staff who have knowledge and acceptance of the population the school serves. One of the ways this may be done is by having principals and teachers apply and be interviewed as to suitability for specific schools.**
- e) the selection of principals relative to schools be done with the involvement of trustees**
- f) every principal must have one year of special education training/experience.**
- g) the staff and teacher performance review process be expanded to include Safe Schools**

Timeline for all these recommendations be Sept., 2005 Responsibility: Office of Associate Director - Program

Preventative measures and support for at risk children and youth

There is no question that parents, students, teachers and administrators expect our schools to be safe. Participants interpreted that to mean free of weapons, fights, and bullying behaviour where the atmosphere is one of mutual respect. There was clear recognition and strong support for the need to swiftly penalize acts of wrongdoing. As one student said, “If you come to school with a machete, it’s pretty clear that you are going to be expelled. Why does the principal waste time giving the student a twenty-day suspension and then expelling him?”

However, the term, “safe schools” was also interpreted to mean an environment where students of different abilities, backgrounds, and different communication and social skills could feel safe to learn how to achieve their personal best.

In the words of a high school student, “The question we should be asking is why are kids acting up? Kids may have trouble at home, a lack of self-esteem and depression.” An eight-year-old had this to say, “There are lots of fights at my school. People are angry with each other. Maybe we could be taught how to talk things over so there wouldn’t be so many fights.”

The task force found that far too many examples were given by participants of suspensions for behaviour that most likely could have been prevented if there were more trained adults present. The call for more youth counselors, hall monitors, attendance counsellors, community liaison workers and education assistants was heard from every stakeholder. There was recognition that the introduction of the *Safe Schools Policy* concurrent with staff reductions, has resulted in TDSB administration choosing the least time consuming method of addressing perceived ‘bad’ behaviours. “The act moves the action from supporting the kids to banishing them”, said one advocate. While another stated “The result is that we have schools that cater to fewer and fewer types of children”.

The overriding sentiment expressed by community consultation participants and community advocates, was that the *Safe Schools Policy* addressed the results of perceived ‘bad’ behaviour rather than trying to prevent the perceived ‘bad’ behaviours. Current bullying programs appear to be ineffective by themselves, while one-on-one interventions were virtually non-existent. Participants felt that because of the fragmented approach to programming concepts, it is difficult to develop a culture within the TDSB that is consistent about bullying and how to deal with it. Staff in particular expressed the need for a consolidated approach to the development of programming in this area. Parents feel ineffectual in helping their children who are being bullied and a number stated that they felt even more helpless after seeking the assistance of the school administration.

Although a number of advocates were aware that TDSB had over 500 educational programs aimed at eradicating bullying and encouraging safe schools, they expressed concern that there was no coherent inventory of school programs, community programs or programs being offered through other government agencies. Furthermore it was noted that there seems to be no evaluation of the effectiveness of these programs.

The Task Force received a number of comments around the issue of lunchtime activities. A number of parent and administration representatives pointed out that the reduction of lunch room supervisors has resulted in situations where coverage is lacking during certain times of the lunch periods and that principals and vice-principals in other schools have to fill in the supervision gaps. Because of safety and truancy issues a number of schools do not allow their students to leave the premises during the lunch breaks. TDSB policy does not allow for volunteers to fill in the gaps.

The result is that far too many students are being supervised by far too few staff. The lack of resources also prevents schools from offering programs to the students at lunchtime. Safe School Committee representatives and parents saw this as losing an unique opportunity to offer programs that would allow students to interact with each other outside of the classroom setting but still under the supervision of adults.

There was a clear call for more programs and more personnel to work with students and parents through workshops, special programs and one-on-one interventions to begin to create a compassionate and caring school environment. There was acknowledgement that this would be a slow and sometimes painful process, but one that in the long run would be far more effective than the punitive responses encouraged by TDSB's *Safe Schools Policy*.

Teacher representatives spoke to the issue of teachers feeling unsupported in some schools and stressed the need for professional development in classroom management techniques, especially for new teachers and principals. The need for more in-school personnel was also discussed by the representatives of elementary and secondary teachers and principals and vice-principals.

Recommendation 11:3

The Task Force has concluded that preventative measures and support for at-risk children and youth must be given priority to ensure that students remain in the school. This means having adults in place who understand youth culture in general as well as the cultures of individual youths themselves. Principals and teachers work in the best interests of the student and want to do what is best for all students however; they have not been given the supports needed to fulfill these obligations. Support for students has been identified by staff, parents and students as crucial in assisting students with problems and helping students in their development. These supports are seen as pivotal in preventing crises, which currently often lead, to suspension or expulsion. The task force therefore recommends that:

a) there be an immediate restoration of appropriate numbers of lunch room supervisors, child care workers, youth support workers, attendance counsellors, hall monitors, caretakers, community liaison workers and educational assistants.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Human Resources Committee

b) three professional development days be devoted to upgrading staff skills in classroom management, and safe school policy implementation including best practices.

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program

c) each of the 500+ anti-bullying and preventative programs apparently available to schools be evaluated and that a menu of a much smaller number of programs be provided to all schools. This will also help to encourage a common language around these issues when students move from elementary schools to middle and secondary schools.

Timeline Dec., 2004 Responsibility: Office of Associate Director - Program and Program and School Services Committee

d) an evaluation of anti-bullying and preventative programs offered by community agencies be undertaken. That barriers to school/community agency linkages be identified and solutions developed to overcome these barriers.

Timeline Dec., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

e) students who are trained in ‘anti-bullying’ and other preventative programs be used as resources.

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program and Safe Schools Dept

f) it be made mandatory that each school implement an ‘anti-bullying’ program as part of the School Improvement Plan.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

g) staff and families be trained in ‘anti-bullying’ programs

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program and Safe Schools Dept

h) safe school audits be enforced.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

Support for suspended and expelled students and their families

Participants of the task force consultations also want our communities to be safe. Many drew a direct link between safe schools and safe communities. In the words of one community member, “There is a relation between what goes on in the community and what goes on in a school. Keeping kids in school is the best crime prevention program”.

Parents expressed concern that suspended students were often sent home without any homework so that they could keep up with their schoolwork during their suspension, and that there were not any compulsory programs for suspended students to attend. They stated that it seemed that all of the programs available are overbooked. In the words of one parent, “The Zero Tolerance policy dehumanizes perpetrators of wrong by seeming to just cut them off.” An advocate group working with children and youth notes, “There is no protocol in place for connecting suspended students with supports during the suspension. If work is assigned, there is no accompanying supervision or tutoring for the student. When these students return to class they often find themselves ‘hopelessly lost’ because of missed lessons. Suspensions can become idle time spent in malls or neighbourhood parks where police attention is attracted. Sending them unsupervised into the community ultimately makes neither our schools nor communities safer.”

Parents and advocates pointed out that families and therefore the larger community can suffer economically when kids are suspended or expelled. One mother told the task force, “I have six kids and I lost my job because I had to stay home when my son was suspended.” She is still looking for employment.

Advocates noted that students feel alienated and depressed as a result of suspension, a view supported by one mother's remark "My son told the social worker that he wants to kill himself. He is nine years old."

A staff member of a social service agency related the difficulty her agency has had in getting information out to schools about programs available to students in the process of being suspended or expelled. She wondered how the collaboration between schools and community organizations could be encouraged and facilitated.

A number of students also thought that there were ways to make suspensions more meaningful. One student told the task force, "Make sure that kids who fight and get suspended get some help to make sure that they can leave the fight behind and get on with life. Otherwise when they get back to school they will just fight again." Another idea from another student, "Instead of giving students in Grades 11 & 12 suspensions, make them do community service so that it goes toward the community service time they need to graduate."

Parents and advocates are concerned that there appears to be little attempt to seek alternative responses that would afford the perpetrator the chance to understand the impact of his/her behaviours on other students while at the same time meet the needs of the victim who has been traumatized. Little emphasis appears to be given to the reintegration of the suspended student. In the words of one parent, "Zero Tolerance in our schools is fundamentally flawed because it leaves no room for forgiveness. No room to exercise forgiveness. No room to learn forgiveness."

Recommendation 11:4

The Task Force believes that further research needs to be done by the Work Group to explore alternative responses to perceived 'bad' behaviour resulting in expulsion and suspensions.

There are too many scattered programs funded by too many different provincial ministries making it difficult for schools to easily access special programs.

In the immediate however, the Task Force recommends that the Toronto District School Board appeal to the Ministry of Children and Youth Services to coordinate all school board/local organization partnerships with an emphasis on programs that focus on students returning to the school system.

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program

Recommendation 11:5

Given that all students need to have educational experiences and the opportunity to learn or do homework in a safe place, the task force recommends that

- a) appropriate mandatory programs be created with sufficient capacity to service both suspended and expelled students.**
- b) the Board of Trustees immediately arrange to negotiate the funding of these programs by the Government of Ontario.**

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

Expulsion and suspension processes

It is no surprise that expulsion and suspension processes brought the most vehement response from both parents, students and their advocates. Complaints were heard frequently throughout the consultation that administrators were refusing to speak to community representatives, were failing to provide translators, and that parents were being treated with contempt or ignored altogether. Some parents felt that their children were at risk for more severe punishment as a result of the parent speaking up. Others felt bewilderment at trying to maneuver through a system they did not understand often in a language that was not their first language.

Students complained that they were never given a chance to have their side heard. One student observed that “There is a disconnect between the administration and the student”. As one advocate group stated, “From a legal perspective, the current policy denies the student natural justice and fairness. From a pedagogical perspective, the student is more likely to consider the process fair, to internalize the seriousness of the right to education, and to accept responsibility for the results of a process in which the student has participated fully.”

Parents at every consultation meeting echoed one parent’s opinion. “There should be a process that involves the parent, child, principal, teacher and other parties to talk about the problem before the child is suspended. The principal should call the parent and attempt to consult with them prior to a suspension”.

Parent after parent spoke about students being sent home without the proper paper work and without parents being told. Advocates reported that too many “informal” suspensions or suspensions without paperwork were being issued. Advocates pointed out that there is no authority under the *Education Act* to remove a child from school premises without proper documentation and due process.

“What I want to know is why are children in kindergarten being suspended or expelled under the *Safe School Act*?” asked a parent. This was raised at each public consultation meeting. The child in each account was either black or had a disability.

Parents of and advocates for students with disabilities complained that students with disabilities were being suspended for behaviour directly related to the student’s disability. In one case, a student with Tourette’s Syndrome was suspended for swearing, a symptom of the condition. Furthermore, it appeared that in a number of instances, failure to accommodate a student with a disability led to behaviour directly related to the disability, for which the student was then suspended.

“While the principal’s manual includes a reference to the fact the principals should consider the effect of a student’s disability before imposing discipline, it does not make it clear that disciplining a student for conduct associated with a disability is discrimination and illegal, unless

the student has been accommodated to the point of undue hardship”, pointed out an advocate group in their submission.

Recommendation 11:6

The calls for due process by parents and advocates necessitates the Work Group to further investigate ways to make the expulsion process more transparent and inclusionary. The Task Force recommends the following:

- a) That there be a thorough review of the expulsion procedures including the appeal process to make sure that everyone has a voice

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe School Workgroup and Safe Schools Dept

- b) That a protocol be established and advertised that delineates the support for students which must have been enlisted prior to suspension being applied. In extreme circumstances the protocol may be waived but is subject to mandatory review by the Board of Trustees.
- c) That TDSB policies be changed to require a review of mitigating factors when considering discretionary suspension/expulsion.
- d) That appeals on suspensions must be heard within 48 hours.
- e) That there be reinstatement of special education classes in some locations.
- f) That there be no expulsions from kindergarten to grade three.
- g) That no “informal” suspensions or suspensions without the appropriate paperwork be issued.
- h) That the template used for suspensions or expulsions list the mitigating factors that administrators review when considering a suspension or expulsion.
- j) That the student to be subjected to discipline be a party to his or her own hearing including his/her own representative.
- k) That Toronto District School Board establishes a standing committee with permanent members for Expulsion Hearings and that the Toronto District Schools petition the provincial government make these committee positions paid per diem.

Timeline for sections b) to h) Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

Recommendation 11:7

In the consultations with families and community members there were repeated comments about the need to have objectivity, impartiality and timely responses to the issues concerning *Safe School Policy Implementation*. Those who discussed this expressed their concern that existing Safe School personnel were not able to be impartial and were working

for the TDSB staff. They also felt that some people were not impartial with students when they returned.

Therefore it is recommended that the Toronto District Schools establish a separate office for concerns and issues about Safe Schools (and other areas of community interaction) during the transition period to more preventative measures, in the form of an 'ombudsperson office' with staff who are funded by the TDSB, but who report directly to the Chair's Committee of the Board of Trustees. It will be the mandate of this office and to vet complaints and advocate on behalf of students and their families. There should be an assessment of this office after two years.

Timeline: School Year 2004/2005 Responsibility: Board of Trustees

The Task Force's survey at the Student Equity Conference confirmed that the *Safe School Policy* is not well communicated to the parents and students. Parents from racialized and disadvantaged communities in particular expressed feelings of alienation and identified language and cultural barriers as the two most important factors influencing the teacher/parent, principal/parent relationship. Parents of children with disabilities identified a lack of understanding of their children's disabilities and the desire by the administration to warehouse their children as an ongoing source of frustration.

Parents expressed frustration about the lack of communication about their child's performance at school. "My child did not attend school for three months and no one contacted me and told me", said one parent. Another parent stated that "Because parents don't have time to come in to the school because they are working, the administration says these parents don't care." It appears from what was said to the task force that lots of parents do not know that they have the option to appeal. Many parents said that the letter comes in English only, and sometimes by the time they get the letter the child is back in school.

The issuance of trespass letters was seen as yet another way to avoid parents who advocate on behalf of their children. The process itself is mired in difficulties, which serve to support the view that the TDSB administration is not interested in community or parental input.

Many parents and advocates pointed out that trespass letters and notices of suspension or expulsion are written only in English, and that translators never seem to be available for meetings between parents and TDSB staff.

Recommendation 11:8

The Task Force found that many families and community members did not fully understand the *Safe Schools Policy*. Therefore the Task Force recommends that:

- a) A *Rights and Responsibilities* document for staff, families, communities and students that is consistent with human rights policy and equity foundation statements be made available by TDSB administration.**

Timelines: Sept. 2004 Responsibility: Legal Department and Safe School Department

- b) all documents referencing *Safe Schools Policy* be written in plain language and be translated into the appropriate languages.**

Timelines: Sept. 2004 Responsibility: Legal Department and Safe Schools Department

- c) a pamphlet be written, translated and distributed to schools and all families and students which addresses the rights and responsibilities of students and their families in regard to suspensions and expulsions and other legal disciplinary actions within the Board.

Timeline Sept., 2004 Responsibility: Legal Services and Safe Schools Department

- d) the process for the removal of such disciplinary actions as letters of trespass, cease and desist, and other correspondence be part of the original letter and conditions.

Timeline Sept., 2004 Responsibility: Legal Department and Safe Schools Department

- e) schools be directed to hold community information sessions to encourage every member of the community to be informed about the *Safe School Policy and Procedures*

Timeline Sept to Dec 2004 Responsibility: School Administrators

- f) the Safe and Compassionate Schools Working Group design a protocol on how the *Safe Schools Policy* is applied to special needs children

- g) the Board of Trustees pressure the provincial government to modify the grants system for special needs students and students at risk, to allow Boards of Education to be more flexible in kinds of programming and support offered to meet the needs of all students

- h) the Safe Schools department translates all relevant documents in – list languages – and distributes those to schools before Sept. 2004.

Timeline Sept., 2004 Responsibility: Safe Schools Dept

- i) the Safe Schools Department ensures that school administrators access translation services available to parents and students.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program

- j) the Safe Schools department and the Equity Department immediately create a communications strategy to outreach effectively to communities which feel most disenfranchised by the *Safe Schools Policy*.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program, Equity, Human Rights and Safe Schools Dept

- k) the TDSB ensure that all Grade 7 – 12 students have drug abuse courses and opportunities for counselling as part of the curriculum

Keeping our children in school

The appropriateness and availability of programs, materials and facilities was raised by current students and recent high school graduates. One high school student noted that black students feel alienated because, “The books at schools don’t relate to the kids here. Kids need books that have role models who look like them. We need more books that are about black people.”

A recent graduate said, “I tried really hard to stay out of trouble. It was a struggle for me to finish high school. You go to school and then they give you homework and its survival of the fittest.” He went on to explain that schools should be open longer then

9 – 3. He pointed out that, “Not every one has a computer at home and we all need access to computers. Computers should be available at school, after school ends for the day.” A number of recent graduates believed that they would have done better at school if they had help with their homework. In the words of one, “Kids will act out because they cannot do the work”.

Another recent graduate advocated turning schools into community centers after school hours. He pointed out that if kids had programs like basketball to go to after school, they would not get involved in street life.

Recommendation 11:9

In order to assist students who may not have appropriate supports outside of formal school hours to assist them in their studies, the Task Force recommends that the Safe and Compassionate Schools Work Group collaborate with appropriate Board committees to identify ways study support can be given to students after school hours.

Timeline: School year 2004/2005 Responsibility: Board of Trustees

12.and Finally

We know from our consultations that we have heard from many people who are disenfranchised, marginalized or represent clients who feel this way. We also realize that these people are concerned about a small number.

Because of our partnership with the Ontario Public School Boards Association there will be a seminar to discuss the report at the Annual General Meeting on June 4. In addition, the Human Rights Commission has asked for a copy of the report. Various groups are deliberating Safe Schools policies. The Task Force hopes that this report will become part of the deliberations of the Ontario Provincial government safe schools review that is underway.

May 24, 2006

**Recommendations of the Safe and Compassionate Schools Task Force
Implementation Workgroup**

The Board decided that the following be referred to staff for presentation of a report to the Program and School Services Committee providing the costs and staffing implications of the following *Safe* and *Compassionate Schools Task Force Implementation Workgroup* recommendations:

Whereas, the Board recognizes the need for all schools to be safe and caring places to learn; and

Whereas, the Board has done extensive research on issues of school safety and around creating caring, compassionate school environments and has conducted widespread consultation on these issues with students, staff parents, the community, and with other agencies and institutions through the work of numerous task forces, workgroups, advisory committees, projects and partnerships; and

Whereas, the extensive research and consultation arising from these groups clearly supports the importance of not only actions, resources and personnel to address immediate safety risks, but also underscores the importance of addressing underlying factors which lead to those risks; and

Whereas, the research and consultation particularly underscore the need to address issues critical to the creation of safe and caring schools in a community context and through community partnerships; and

Whereas, as an outcome of the Safe Schools Task Force, the current Safe and Compassionate Schools Workgroup was convened to, along with implementing previous recommendations for Safe and Compassionate Schools work, also consider and recommend further measures beneficial to safe, caring and welcoming environments throughout the Board and its schools;

Whereas, the Safe and Compassionate Schools Workgroup, comprised of trustees, staff, employee group and community members, strongly recommends that the following measures be implemented as the next in a series of steps needed to enhance the Board's practices around making schools safe and caring places of learning;

Therefore, be it resolved:

(a) That, in order to provide and enable substantive support for inclusive community, parent and student engagement and re-engagement, and ownership of caring, welcoming and safe school environments commencing September 2006, that funding for the following be considered a priority in the 2006-07 budget process:

- (1) identification of areas for targeted resource support through a review of the City of Toronto's priority neighbourhoods and the areas of need identified through inner city data, school safety data and Building Bridges program data;
- (2) provision of the following for each of the identified areas identified in (1) above:
 - one Safe Schools Community Liaison Advisor (appointed subject to community and school consultation) with recreational school-parent leadership experience and experience in working supportively with high risk youth;
 - one FTE teacher with guidance and/or special education qualifications sweated for use in an in-school suspension intervention, conflict mediation and counseling resource program for each secondary school in the priority areas;
- (3) continuation of the existing Building Bridges Program and expansion of the program to include the priority areas as identified in (1), with an appropriate allocation of Child and Youth Workers and Community Support Workers to work with at-risk youth, their families, and community agencies and services;
- (4) extension of the Building Bridges Program to provide support to students and their families with coverage to begin in the grade prior to transition from elementary to intermediate programs and to end with the grade following transition from intermediate to secondary programs in each area in which the program exists;
- (5) provision of a Building Bridges Program coordinator to ensure consistent and effective practice across the program and to continue work with the City of Toronto and other institutions who deliver services in each priority area in order to improve co-ordination of resources and support to children, youth and families in those neighbourhoods;
- (6) a corresponding and appropriate increase in and distribution of professional support services staff to support the expansion of the Building Bridges Program (to be determined by staff);
- (7) continuation of the existing position of Peace Builder's International facilitator seconded full-time to the Safe and Compassionate Schools department so that work on restorative justice and peace circle professional development and conflict resolution and peer mediation can be further strengthened and implemented through the priority areas identified;
- (8) funding in the amount of \$400,000 be set aside to promote, to implement and to lastingly integrate life and social skill and character development programs in all of the neighbourhoods identified in part (1).

To Increase At Risk Support Across the City

- (9) establishment of at least one Mild Intellectual Disabilities (MID) behavioural program in each quadrant for intermediate and secondary students;
- (10) an analysis of the need for alternative to suspension and expulsion programs in each quadrant and establishment of sufficient programs to meet the needs at both the elementary and secondary levels of students in each quadrant, including the needs of special education students;
- (11) provision of Child and Youth Workers to support existing alternative-to-suspension programs, with at least 1.0 FTE for each program, and that this be considered as part of the compliment of staffing in establishing further programs;
- (12) establishment of two junior-intermediate programs, one in the east and one in the west of Toronto for students who have displayed repeated sexual misconduct in order to support the re-integration and re-engagement of these young people into society.
- (13) establishment of additional positions for the Special Education department such that one FTE teacher and one FTE educational assistant with special educational training can be provided to each secondary school running a summer program for academic credit in order to assist with the transitional needs of special education students attending those secondary school programs;
- (14) a study by staff and the *Safe* and Compassionate Schools Workgroup to determine the need for and distribution of guidance support staff in all schools;
- (15) a study by staff, in partnership with the Ministry of Children and Youth, to examine the need for and distribution of 'Section 20 programs';
- (16) provision of three *Court* Liaison Workers assigned to cover Toronto's youth courts on behalf of students;
- (17) a partnership be pursued with the Ministry of Education to continue the funding for the Hincks-Delcrest and East Metro Strict Discipline programs and that part of this is funding be used to collect the data and do the research needed to assess the efficacy of the programs;
- (18) appointment of two FTE Safe and Compassionate Schools Administrators for use in emergent situations and in conjunction with the four quadrant-assigned Safe and Compassionate Schools Administrators;

To Increase Effective Communication around Safe Schools Issues:

- (19) up to \$1.25 million to be dedicated to the completion and publication of the Safe and Compassionate Schools pamphlet series, including funding for translation into the 10 most used languages in Toronto as well as funding for the inclusion of the series

information and translations on the TDSB website and for the updating of existing resource materials to align with new Ministry directions and the Ontario Human Rights Commission agreement;

- (20) establishment of a resource on TEL and the public www.tdsb.on.ca website that lists all bullying prevention, self-esteem and peer mediation programs with descriptions and research findings and that, on TEL, this resource also make it possible for those using TEL to post commentary on the effectiveness, value and use of the various programs;
- (21) a short-term full-time position be established to research and implement the necessary information to accomplish the TEL and public resource outlined in (20) above;
- (22) for staff to develop training requirements for training in:
 - equity sensitivity for all staff and trustees;
 - in safe and compassionate schools practices, particularly in relation to progressive discipline, mitigating factors and special educational accommodations and modifications, for staff in the following positions: vice principals, principals, superintendents, teachers, school-based safety monitors, school office assistants;
- (23) for staff to further determine whether the requirements for this training is best provided through internally developed courses, through courses offered by educational faculties, by both or by other means and that, once this is determined, arrangements for training should be made and this training should be available on a yearly basis for those who need to meet the requirements, and once these arrangements are made, and the training requirements can be met, this training to become mandatory prior to promotion and/or appointment to every role or position in the Board and must be met by all current staff and will be required to be met by *the* end of orientation of all newly hired staff;
- (24) to further refine safe and compassionate schools policy, procedures, professional development, research and data collection;
- (25) for establishment of a .5 FTE researcher hired specifically to compile and track safe and compassionate schools-related data and program effectiveness;
- (26) for establishment of one FTE Safe and Compassionate Schools Administrator be appointed (in addition to the four quadrant-assigned and two emergent situation Safe and Compassionate Schools Administrators, see part (18) above) who will be responsible for' and oversee the coordination and delivery of all Safe and Compassionate Schools professional development training.

- (27) to review and update the police-school protocol;
- (28) to develop a procedure and implementation plan to deal with requests to rescind trespass orders;
- (29) to develop a procedure to handle discrimination complaints stemming from Safe and Compassionate Schools issues in conjunction with the Board's Equity Department, Human Rights departments, *and* the Ontario Office of the Ombudsman;

That all the *above* actions be coordinated in terms of requests for personnel and resources with the requests stemming from other committees and works groups so that both personnel and resources will not be unnecessarily duplicated but that the personnel and resources requested will not be less than outlined in these recommendations;

That the Safe and Compassionate Schools Workgroup be continued as the vehicle for steering the implementation of these recommendations and for formulating further steps to respond to the Safe Schools issues and needs of the Board.

C.W. Jeffreys
STUDENT SURVEY

Dear Student:

As you may know, as result of the recent shooting at C.W. Jeffreys, the Toronto School Board has hired a group of outside experts to study issues of school safety. As part of this study, the research team would like to hear about the opinions and experiences of each and every student at Jeffreys. That is why we are asking you to fill out this questionnaire. Filling out this questionnaire will give you a chance to tell us about your experiences and how you are feeling about your school. If people like you do not fill out this questionnaire, we will only be getting information from adults like your teachers and parents. We also need to hear from young people like you.

This questionnaire is not a test. There are no right or wrong answers. We want to hear about how you feel. This survey is about your thoughts and experiences. You do not have to answer any questions that you do not want to answer.

This survey is also completely private and confidential. Do not put your name on the questionnaire. We do not need to know your name. We are only interested in how you are feeling. This will protect your privacy. Nobody will know which student filled out which questionnaire. This should make you feel comfortable.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the programs we develop will not reflect your opinions and concerns.

When you are finished with the questionnaire, please put it in the envelope and seal it. Again – do not put your name on the envelope. The research team will then collect the envelopes. The envelopes will not be opened by the researchers until they have left the school. We stress that nobody at your school – like principals or teachers – will ever read your answers. Only the outside researchers will get a chance to look at your answers. If you have any questions please put up your hand and someone will try to help you.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of students have different types of opinions or experiences. For example, we might want to see if female students feel the same way as male students.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) 13 years-old
- 2) 14 years-old
- 3) 15 years-old
- 4) 16 years-old
- 5) 17 years-old
- 6) 18 years-old
- 7) 19 years-old
- 8) 20 years-old
- 9) Over 20 years of age

A3. What grade are you in right now?

- 1) Grade 9
- 2) Grade 10
- 3) Grade 11
- 4) Grade 12

A4. Were you born in Canada or in another country?

- 1) I was born in Canada – *go to question A7*
- 2) I was born outside of Canada

A5. What country were you born in? Please write your answer in the space below.

(Country of birth)_____

A6. How long have you lived in Canada? Would you say?

- | | |
|-----------------------|-------------------------------|
| 1) Less than one year | 5) About four years |
| 2) About one year | 6) Between five and ten years |
| 3) About two years | 7) More than ten years. |
| 4) About three years | |

A7. What was the first language that you learned how to speak? Was it English or another language?

- 1) English
- 2) Another language (please specify) _____

A8. In our society, people are often described as belonging to a particular racial group. For example, some people may be seen as black or African-Canadian, other people may be seen as Asian or South Asian and other people may be seen as white. What racial group do you feel that you belong to?

- 1) Black or (African Canadian)
- 2) Asian (Chinese, Korean, Japanese, etc.)
- 3) South-East Asian (Vietnamese, Cambodian, Laotian, etc.)
- 4) South Asian (Indian, Pakistani, Tamil, Sri-Lankan, etc.)
- 5) Phillipinno
- 6) Hispanic or Latin American
- 7) Native or First Nations
- 8) West Asian (Persian, Arab or Middle-Eastern)
- 9) White (European-Canadian)
- 10) Biracial or mixed race (specify) _____
- 11) Other (specify) _____
- 12) Not sure

A9. Do you live with your parents or do you live with other relatives or do you live somewhere else?

- 1) I live with both my mom and my dad
- 2) I live with my mom only
- 3) I live with my dad only
- 4) I live with other relatives (specify) _____
- 5) I live with a foster family
- 6) I am living with friends
- 7) I live by myself
- 8) Other(specify) _____

A10. How many brothers and sisters do you have?

- 1) None
- 2) Number of sisters: _____
- 3) Number of brothers: _____

A11. Do you live with your brothers and sisters?

- 1) No 2) Some of them 3) All of them

A12. What type of neighbourhood do you live in? Would you say that you live in?

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A very rich community
- 6) I don't know

A13. What is crime like in your community? Would you say that you live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A14. What type of home do you live in now?

- 1) A low-rise apartment building (less than ten stories)
- 2) A high-rise apartment building (more than ten stories)
- 3) A town house
- 4) A semi-detached house (two homes attached together)
- 5) A detached house (a single-family home that stands by itself)
- 6) Don't Know

A15. Do you currently live in a public housing project or do you live in another type of place?

- 1) I live in a housing project (Ontario Housing)
- 2) I live in another type of place
- 3) Don't know

A16. How many times have you moved homes in the past five years? Would you say?

- | | |
|--------------|-----------------------|
| 1) Never | 4) Three times |
| 2) Only once | 5) Four times |
| 3) Twice | 6) Five times or more |

A17. How long have you been at C.W Jeffreys?

- 1) Less than one year
- 2) About one year
- 3) Two years

- 4) Three years
- 5) Four years
- 6) Five years
- 7) More than five years
- 8) Don't know

A18. How far do you think you will go in school? How much education do you think you will get?

- 1) I plan to drop out of high school before I graduate
- 2) I plan to graduate from high school
- 3) I plan to go to community college
- 4) I plan to go to university
- 5) Other (specify) _____
- 6) I don't know yet

A19. How often do you hear guns shooting in the neighbourhood that you live? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

A20. In your opinion, are gangs a problem in your community? Would you say?

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at your school or not? Please circle your answer.

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs.	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5

l)	Teachers who do not listen to what the students have to say.	1	2	3	4	5
m)	Students who gossip and spread rumours about others.	1	2	3	4	5
n)	Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about your school:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) At my school students often hang out in the halls and make noise when classes are on.	1	2	3	4	5
b) In general, the teachers at my school don't respect the students.	1	2	3	4	5
c) Teachers at my school treat everyone fairly.	1	2	3	4	5
d) People from outside my school often come to the school to cause trouble.	1	2	3	4	5
e) Some teachers at my school do not know how to talk to their students.	1	2	3	4	5
f) There are many students at my school who do not respect their teachers.	1	2	3	4	5
g) People from outside my school often come to visit their friends and hang out.	1	2	3	4	5
h) People from outside my school often come to sell drugs at my school.	1	2	3	4	5
i) Some students at my school just won't do what the teachers tell them to do.	1	2	3	4	5

j)	Most of the students and teachers at my school get along.	1	2	3	4	5
k)	The teachers at my school care about what happens to the students.	1	2	3	4	5

B3. In your opinion, how often do students get into fights at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. I want you to think about the way things were at your school before Jordan Manners was shot. How safe did you feel at your school before the shooting took place? Did you feel?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C2. How safe did you feel at your school right after Jordan Manners was shot?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C3. How do you feel now? How safe do you feel at your school today?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't Know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C4. In general, would you say that C.W Jeffreys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?

- | | |
|-------------------------------------|---------------|
| 1) Jeffreys is a very safe school | 5) Don't know |
| 2) Jeffreys is a fairly safe school | |
| 3) Jeffreys is an unsafe school | |
| 4) Jeffreys is a very unsafe school | |

C5. I want you to think about other high schools that you know about. Do you think that C.W. Jeffreys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?

- | |
|--|
| 1) Jeffreys has less violence than other schools |
| 2) Jeffreys has more violence than other schools |
| 3) Jeffreys has about the same amount of violence as other schools |
| 4) Don't know |

C6. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Took a bus or a subway during the day?	1	2	3	4	5
d) Took a bus or subway at night?	1	2	3	4	5
e) Went downtown to shop or hang out?	1	2	3	4	5
f) Went to a shopping mall?	1	2	3	4	5
g) Went to visit a friend in another area of town?	1	2	3	4	5
h) Went to the movies with friends?	1	2	3	4	5
i) Went to a house party at someone's home?	1	2	3	4	5
j) Went to a nightclub or a bar?	1	2	3	4	5
k) Went to hang out at another high school?	1	2	3	4	5

C7. Do you ever feel afraid or unsafe when you are coming to school in the morning or leaving school at the end of the day? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C8. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes?

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that hang out in your community?	1	2	3	4	5
c) Street gangs that live outside of your community?	1	2	3	4	5
d) Being attacked or beat up by someone at school?	1	2	3	4	5
e) Being attacked or beat up by someone outside of school?	1	2	3	4	5
f) Being robbed by someone at school?	1	2	3	4	5
g) Being robbed by someone outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Having something stolen from you outside of school?	1	2	3	4	5
j) Being shot by someone that you know?	1	2	3	4	5
k) Being shot by a stranger that you do not know?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

C9. Are there any places or activities that you avoid because you are afraid for your safety or afraid that you might get attacked or assaulted? Please list those places in the box provided below.

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property?

TYPES of VICTIMIZATION		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has someone at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has someone at your school stolen money or things from you worth over 50.00?	1	2	3	4
c)	How many times has someone at your school deliberately damaged your property, clothes or possessions?	1	2	3	4
d)	How many times has someone at school threatened to hurt you or injure you?	1	2	3	4
e)	How many times has someone at your school threatened you with a weapon like a knife or a gun?	1	2	3	4
f)	How many times has someone at school punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has someone at your school pointed a gun at you or tried to shoot you?	1	2	3	4
h)	How many times has someone at your school taken money or things from you by threatening you or by using force?	1	2	3	4
i)	How many times has someone at your school attacked you with a weapon like a knife or a bat?	1	2	3	4
j)	How many times has someone at your school forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k)	How many times has someone at your school called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you

in the outside community. How many times over the past two years have the following things happened to you when were not at school.

TYPES OF VICTIMIZATION	Never	Once	Between 2 and 5 Times	More than 5 times
a) How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b) How many times has someone stolen money or things from you worth over 50.00?	1	2	3	4
c) How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d) How many times has threatened to hurt you or injure you?	1	2	3	4
e) How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f) How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g) How many times has someone pointed a gun at you or tried to shoot you?	1	2	3	4
h) How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
i) How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
j) How many times has someone forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k) How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

- D3. Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.**

If nothing bad has ever happened to you please go to the next section (SECTION E)

- D4. When did this happen?**

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

- D5. Where did this incident happen?**

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D6. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) Another student at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify)_____

D7. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D8*

D8. People may have a number of different reasons for not talking to the police. Why did you decide not talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police	YES	NO
a) The matter was too trivial. It was not that bad.	1	2
b) Because the police would not do anything. It is a waste of time.	1	2
c) Because the police would not believe me or take me seriously.	1	2
d) Because I did not want to upset my parents.	1	2
e) Because my parents might stop me from going out in the future.	1	2
f) Because I could have gotten into trouble with the police.	1	2
g) Because I was afraid of the people who did this to me.	1	2
h) Because the police could not protect me	1	2
i) Because I don't like the police. I don't trust the police.	1	2
j) Because I wanted to get my own revenge.	1	2
k) Because I can take care of myself	1	2

l)	Because I don't want people to think I'm a snitch or a rat	1	2
m)	Because I did not want the offenders to get into trouble	1	2

D9. Were there any other reasons that you did not talk to the police? Please write these reasons in the box provided below.

PART E: WITNESSING CRIMES

E1. Now I want to talk to you about crimes that you may have seen at some time in your life. Have you ever witnessed a gun battle or a shooting? For example, have you ever witnessed an incident in which one person or group of persons was shooting at another person or group of people? Would you say?

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to E5</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E2. When was the last time that you witnessed a shooting or gun battle?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E3. Think about the last time you witnessed a shooting or gun battle. Did you talk to the police about this crime?

- 1) YES – *go to E5*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E4. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other_____ |
| 88) Can't remember | 99) Refused |

E5. Have you ever witnessed someone else being robbed or mugged for their money or possessions? Would you say?

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to E9</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E6. When was the last time that you witnessed someone else being mugged or robbed?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E7. Think about the last time you witnessed someone else being mugged or robbed? Did you talk to the police about this crime?

- 1) YES – *go to E9*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E8. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other_____ |
| 88) Can't remember | 99) Refused |

E9. Have you ever witnessed someone selling illegal drugs? Would you say?

- | | |
|-----------------------------|-----------------------|
| 0) Never – <i>go to E13</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E10. When was the last time that you witnessed someone selling illegal drugs?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E11. Think about the last time you witnessed someone selling illegal drugs. Did you talk to the police about this crime?

- 1) YES – *go to E13*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E12. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other_____ |
| 88) Can't remember | 99) Refused |

E13. Have you ever witnessed a serious attack or beating in which another person was badly hurt? Would you say?

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to F1</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E14. When was the last time that you witnessed a serious beating or attack?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E15. Think about the last time you witnessed a serious beating or attack. Did you talk to the police about this crime?

- 1) YES – *go to F1*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E16. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other_____ |
| 88) Can't remember | 99) Refused |

PART F: IMPROVING SCHOOL SAFETY AND DISCIPLINE

F1. Some people think that putting television cameras in the halls and in the classrooms

will make schools safer? Do you think putting television cameras in schools is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F2. Some people think that increasing the number of security people in schools will increase safety. Do you think increasing the number of security people in schools is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F3. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F4. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F5. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F6. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F7. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Students from my racial group are more likely to be unfairly suspended or expelled from school than students from other racial groups.	1	2	3	4	5
b) Teachers treat all students the same.	1	2	3	4	5
c) Discrimination makes it difficult for students from my racial background to get good grades at school.	1	2	3	4	5
d) Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	1	2	3	4	5
e) Discrimination makes it difficult for people from my racial group to get a good job.	1	2	3	4	5
f) Everyone in Canada has an equal chance of getting a good education.	1	2	3	4	5
g) I will eventually get a good education and a good job.	1	2	3	4	5
h) Rich kids have a better chance in Canada than poor kids.	1	2	3	4	5
i) The school is more likely to call the police on racial minority students than white students.	1	2	3	4	5
j) Teachers at my school work hard to help students become successful	1	2	3	4	5

F8. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F9. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F9. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F10. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F11. Should students be punished for stealing other peoples' money or property at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F12. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F13. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F14. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

F15. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:

F16. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F17. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F18. Finally, I would like to ask you a few questions about gang activity in your area. Have you ever been the member of a gang?

- 1) No – I have never been in a gang
- 2) Yes – I used to be in a gang but I'm not in a gang now
- 3) Yes – I am currently in a gang

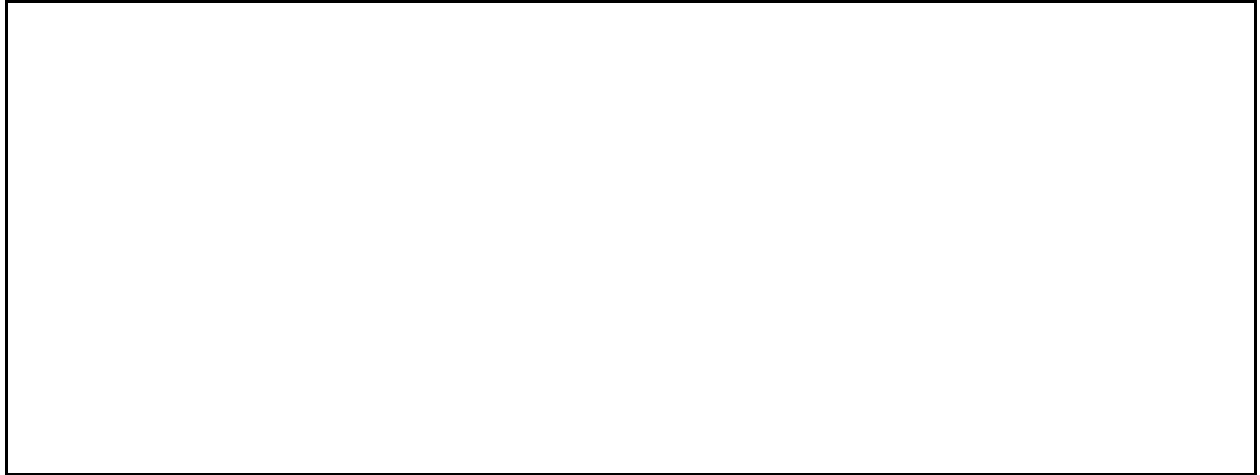
F19. Do you have any friends who are in a gang?

- 1) I don't know any gang members
- 2) I know one or two gang members
- 3) I know several gang members
- 4) I know many gang members
- 5) I'm not sure if any of the people I know are gang members

F20. Some people think that all students should have to wear uniforms when they are in school. Do you think uniforms are a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

We have now come to the end of the questionnaire. Do you have any other comments?



THANK YOU FOR YOUR PARTICIPATION
IN THIS STUDY!!

C.W. Jefferys

TEACHER and STAFF SURVEY

Dear Teacher or Staff member:

As you may know, as result of the recent shooting at C.W. Jefferys, the Toronto District School Board has struck a panel of outside experts to review issues of school safety. As part of this review, the research team would like to hear about the opinions and experiences of *all* school personnel – including teachers and support staff. That is why we are asking you to fill out this questionnaire. Filling out this questionnaire will give you a chance to tell us about your perceptions and experiences. The survey will also give you the opportunity to make recommendations about how to improve school safety and the general quality of education at Jefferys.

This questionnaire is not a test. There are no right or wrong answers. We just want to hear about your true feelings and experiences. The survey is completely private and confidential. *Do not* put your name on the questionnaire. We do not need to know your name. We want to ensure that your responses remain anonymous.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the recommendations we develop will not reflect your opinions and concerns.

When you are finished with the questionnaire, please put it in the envelope and seal it. Again – do not put your name on the envelope. There are two options for submitting the questionnaire: you may leave it in the sealed drop box at the main office; or, you may mail it to us in the enclosed self-addressed, postage paid envelope. The questionnaires will not be opened by the researchers until after they have left the school. We stress that nobody at your school will ever read your individual answers. Only the outside researchers will get a chance to look at your answers. Finally, your name will never appear on any of the reports that stem from this project. The anonymity of individual respondents will be protected at all times.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of staff have different types of opinions or experiences.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) Less than 20 years of age
- 2) 20-29 years
- 3) 30-39 years
- 4) 40-49 years
- 5) 50-59 years
- 6) 60 years or older

A3. What is your position or job at C.W Jefferys?

- 1) Principal or vice-principal
- 2) Teacher
- 3) Support staff
- 4) Other (please specify) _____

A4. How long have you worked in the field of education?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A5. How long have you worked for the Toronto District School Board?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A6. How long have you worked at C.W. Jefferys?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A7. I want you to think about the type of neighbourhood or community that you currently live in? Would you say that you live in?

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A wealthy community
- 6) I don't know

A8. What is crime like in your neighbourhood or community? Would you say that you currently live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A9. How often do you hear guns shooting in the neighbourhood that you live? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

A10. In your opinion, are gangs a problem in your community? Would you say?

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

A11. I would like you to compare your neighbourhood with the neighbourhood around C.W. Jefferys. In your opinion, would you say that your neighbourhood?

- 1) Has much more crime than the neighbourhood around C.W. Jefferys
- 2) Has somewhat more crime than the neighbourhood around C.W. Jefferys
- 3) Has about the same amount of crime as the neighbourhood around C.W. Jefferys
- 4) Has somewhat less crime than the neighbourhood around C.W. Jefferys
- 5) Has a lot less crime than the neighbourhood around C.W. Jefferys
- 6) Don't know

A12. In your opinion, would you say that your neighbourhood?

- 1) Is much richer than the neighbourhood around C.W. Jefferys
- 2) Is somewhat richer than the neighbourhood around C.W. Jefferys
- 3) Is about the same social class as the neighbourhood around C.W. Jefferys
- 4) Is somewhat poorer than the neighbourhood around C.W. Jefferys
- 5) Is a lot poorer than the neighbourhood around C.W. Jefferys
- 6) Don't know

A13. Is your neighbourhood as ethnically diverse as the neighbourhood around C.W. Jefferys. Would you say that your neighbourhood?

- 1) Is much more diverse than the neighbourhood around C.W. Jefferys
- 2) Is somewhat more diverse than the neighbourhood around C.W. Jefferys
- 3) Is just as diverse as the neighbourhood around C.W. Jefferys
- 4) Is somewhat less diverse than the neighbourhood around C.W. Jefferys
- 5) Is a lot less diverse than the neighbourhood around C.W. Jefferys
- 6) Don't know

A14. How far do you live from C.W. Jefferys? How far is your neighbourhood from the school? Would you say?

- | | |
|---------------------------------|---------------------------------|
| 1) Less than one kilometre | 5) Between 20 and 30 kilometres |
| 2) Between 1 and 5 kilometres | 6) Between 30 and 40 kilometres |
| 3) Between 5 and 10 kilometres | 7) Between 40 and 50 kilometres |
| 4) Between 10 and 20 kilometres | 8) 50 kilometres or more |
| | 9) Don't know |

A15. Would you ever consider living in the neighbourhood around C.W. Jefferys?

- 1) Yes – I would like to live in this neighbourhood
- 2) Maybe – I might consider living in this neighbourhood
- 3) No – I do not want to live in this neighbourhood

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at C.W. Jefferys or not? Please circle your answer?

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs.	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5
l) Teachers who do not listen to what the students have to say.	1	2	3	4	5
m) Students who gossip and spread rumours about others.	1	2	3	4	5
n) Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about C.W. Jefferys?

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Media coverage of Jordan Manners' death has unfairly damaged the reputation of the students at C.W. Jefferys.	1	2	3	4	5
b) There are many students at this school who do not respect their teachers.	1	2	3	4	5
c) In general, teachers at this school treat all students fairly.	1	2	3	4	5
d) Media coverage of Jordan Manners' death has unfairly damaged the reputation of the teachers at C.W. Jefferys.	1	2	3	4	5
e) Some teachers do not know how to talk to their students.	1	2	3	4	5
f) There are some teachers at Jefferys who do not respect their students.	1	2	3	4	5
g) I am sometimes afraid for my safety when I come to work at this school.	1	2	3	4	5
h) Many students at this school refuse to obey their teachers.	1	2	3	4	5
i) The behaviour of students at this school has gotten worse over the past two years.	1	2	3	4	5
j) Most of the students and teachers at this school get along fine.	1	2	3	4	5
k) In general, I enjoy working at C.W. Jefferys.	1	2	3	4	5

B3. In your opinion, how often do students get into fights at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. I want you to think about the way things were at C.W. Jefferys before Jordan Manners was shot. How safe did you feel at this school before the shooting took place? Did you feel:

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C2. How safe did you feel at this school right after Jordan Manners was shot?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C3. How do you feel now? How safe did you feel during the last week of class?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't Know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C4. In general, would you say that C.W Jefferys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for teachers and students?

- | | |
|-------------------------------------|---------------|
| 1) Jefferys is a very safe school | 5) Don't know |
| 2) Jefferys is a fairly safe school | |
| 3) Jefferys is an unsafe school | |
| 4) Jefferys is a very unsafe school | |

C5. I want you to think about other high schools that you know about. In general, do you think that C.W. Jefferys has less violence than other high schools in Toronto, more violence than other schools or do you think it is about the same as other schools?

- | |
|--|
| 1) Jefferys has less violence than other schools |
| 2) Jefferys has more violence than other schools |
| 3) Jefferys has about the same amount of violence as other schools |
| 4) Don't know |

C6. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/ Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Walked around the neighbourhood surrounding C.W. Jefferys during the day?	1	2	3	4	5
d) Walked around the neighbourhood surrounding C.W. Jefferys during the night.	1	2	3	4	5
e) Took a bus or a subway during the day?	1	2	3	4	5
f) Took a bus or subway at night?	1	2	3	4	5
g) Went downtown?	1	2	3	4	5
h) Went to a shopping mall?	1	2	3	4	5
i) Went to visit a friend in another area of town?	1	2	3	4	5
j) Went to the movies friends?	1	2	3	4	5
k) Went to a party at someone's home?	1	2	3	4	5
l) Went to a nightclub or a bar?	1	2	3	4	5

C7. Do you ever feel afraid or unsafe when you are coming to work at C.W. Jefferys in the morning or leaving school at the end of the day? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C8. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes? Do you ever worry about:

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that may be hanging out in the community surrounding the school?	1	2	3	4	5
c) Street gangs that may be hanging out in your neighbourhood?	1	2	3	4	5
d) Being attacked or beat up by a student?	1	2	3	4	5
e) Being attacked or beat up by someone from outside the school?	1	2	3	4	5
f) Being robbed by a student at the school?	1	2	3	4	5
g) Being robbed by someone from outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Being shot at or attacked with a weapon at school?	1	2	3	4	5
j) Being shot at or attacked with a weapon outside of school?	1	2	3	4	5
k) Having something stolen from you outside of school?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

C9. Are there any school activities or places around the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.

C10. Are there any places or activities outside of the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property.

TYPES OF VICTIMIZATION IN THE PAST TWO YEARS		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has a student at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has a student at your school stolen money or things from you worth over 50.00?	1	2	3	4
c)	How many times have students at your school damaged your property or possessions?	1	2	3	4
d)	How many times has a student at your school threatened you?	1	2	3	4
e)	How many times has a student at your school threatened you with a weapon?	1	2	3	4
f)	How many times has a student at your school punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has a student talked back to you in class or in the hall?	1	2	3	4
h)	How many times has a student at your school attacked you with a weapon?	1	2	3	4
i)	How many times has a student accused you of punishing them unfairly?	1	2	3	4
j)	How many times has a student accused you of giving them an unfair grade?	1	2	3	4
k)	How many times has a student at your school sexually harassed you or made inappropriate sexual comments?	1	2	3	4
l)	How many times has a student at your school called you names or teased you in a way that bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you in the outside community. How many times over the past two years have the following things happened to you when were not at school?

TYPES OF VICTIMIZATION		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has someone stolen money or things from you worth over 50.00?	1	2	3	4
c)	How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d)	How many times has threatened to hurt you or injure you?	1	2	3	4
e)	How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f)	How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has someone pointed a gun at you or tried to shoot you?	1	2	3	4
h)	How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
i)	How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
j)	How many times has someone forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k)	How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D3. Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.

If nothing bad has ever happened to you please go to the next section (SECTION E)

D4. When did this happen?

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

D5. Where did this incident happen?

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D6. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) A student at your school
- 5) A staff member at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify)_____

D7. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D8*

D8. People may have a number of different reasons for not talking to the police. Why did you decide not talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police	YES	NO
a) The matter was too trivial. It was not that bad.	1	2
b) Because the police would not do anything. It is a waste of time.	1	2
c) Because the police would not believe me or take me seriously.	1	2
e) Because my parents might stop me from going out in the future.	1	2
f) Because I could have gotten into trouble with the police.	1	2
g) Because I was afraid of the people who did this to me.	1	2
h) Because the police could not protect me	1	2
i) Because I don't like the police. I don't trust the police.	1	2
j) Because I wanted to get my own revenge.	1	2
k) Because I can take care of myself	1	2
l) Because I don't want people to think I'm a snitch or a rat	1	2
m) Because I did not want the offenders to get into trouble	1	2

PART E: WITNESSING CRIME AND DISORDER

E1. Now we want to ask you about incidents of crime or disorder that you may have witnessed at C.W. Jefferys during the past two years. During the past two years, have you ever seen a student carrying a gun at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E2. During the past two years, have you ever witnessed a student with another type of weapon – like a knife or a bat -- at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E3. During the past two years, have you ever witnessed a student threaten a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E4. During the past two years, have you ever witnessed a student threaten another student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E5. During the past two years, have you ever witnessed a fight between students at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E6. During the past two years, have you ever witnessed a student swearing at or insulting a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E7. During the past two years, have you ever witnessed a student talking back to a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E8. During the past two years, have you ever witnessed students who were drunk, intoxicated or high at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E9. During the past two years, have you ever witnessed a student trying to steal something at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E10. During the past two years, have you ever witnessed a student selling illegal drugs at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E11. During the past two years, have you ever witnessed a student sexually harass a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E12. During the past two years, have you ever witnessed a student sexually harass another student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E13. Are there any other types of crime or disorder that you have witnessed at this school? Please write these reasons in the box provided below.

--

PART F: IMPROVING SCHOOL SAFETY AND DISCIPLINE

F1. Some people think that putting security cameras in the halls will make schools safer? Do you think putting television cameras in the halls is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F2. Some people think that putting security cameras in the classroom will make schools safer? Do you think putting television cameras in the classroom is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F3. Some people think that increasing the number of hall monitors in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F4. Some people think that increasing the number of trained security guards in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F5. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F6. Some people think that school officials should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give school officials permission to search student lockers whenever they want?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F7. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F8. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F9. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F10. Some people think that there should be more police patrols on school property. Do you think increasing the number of police patrols in your school is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F11. In general, do you think that school safety at C.W. Jefferys has increased or decreased over the past two years?

- 1) School safety has decreased a great deal
- 2) School safety has decreased a little
- 3) School safety is about the same as it was two years ago
- 4) School safety has increased a little
- 5) School safety has increased a lot
- 8) Don't know

F12. In general, do you think that student behaviour at C.W. Jefferys has improved over the past two years or do you think it has gotten worse?

- 1) Student behaviour has improved a lot
- 2) Student behaviour has improved a little
- 3) Student behaviour is about the same as it was two years ago
- 4) Student behaviour has gotten worse
- 5) Student behaviour has gotten a lot worse
- 8) Don't know

F13. If you think that school safety at C.W. Jefferys has decreased over the past two years, please tell us why you think it has gotten worse. If you think school safety has improved, please tell us why you think it has improved. Please write your answer in the box below.

F14. If you think that student behaviour at C.W. Jefferys has worsened over the past two years, please tell us why you think it has gotten worse. If you think student behaviour has improved, please tell us why you think it has improved. Please write your answer in the box below.

F15. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) To increase order at C.W. Jefferys we need to suspend more students.	1	2	3	4	5
b) To increase order at C.W. Jefferys we need to expel more students.	1	2	3	4	5
c) To increase order at C.W. Jefferys we need to call the police more often to deal with unruly students.	1	2	3	4	5
d) I am sometimes afraid of being called a racist by the students at this school.	1	2	3	4	5
e) Parents need to take more responsibility for how their children act in school.	1	2	3	4	5
f) Noise from students in the halls often makes it difficult for me to teach.	1	2	3	4	5
g) The administration at this school always supports teachers who try to punish badly behaved students.	1	2	3	4	5
h) Students at this school know they can get away with bad behaviour.	1	2	3	4	5
i) Students often talk back to me in class.	1	2	3	4	5
j) I am afraid of some of the students who go to this school.	1	2	3	4	5
k) Discipline at C.W. Jefferys has become too lenient over the past few years.	1	2	3	4	5

F16. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F17. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F18. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F19. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F20. Should students be punished for stealing other peoples' money or property at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F21. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F22. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F23. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

F24. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F25. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 5) Don't know

F26. Some people think that schools should develop programs to make parents more involved in their children's education. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F27 Some people think that C.W. Jefferys should hire more racial minority teachers. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F28. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:

F29. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Incidents like the Jordan Manners shooting could happen at any school.	1	2	3	4	5
b) In general, C.W. Jefferys is a very safe school.	1	2	3	4	5
c) I am worried that other shootings will happen again at this school.	1	2	3	4	5
d) Most of the students at C.W. Jefferys are well behaved.	1	2	3	4	5
e) C.W. Jefferys needs more racial minority teachers.	1	2	3	4	5
f) I enjoy working with the students at C.W. Jefferys.	1	2	3	4	5
g) Most of the problems at this school are caused by the poverty in the surrounding neighbourhood.	1	2	3	4	5
h) The school system cannot really help the poor students who live in this area?	1	2	3	4	5
i) Most of the students at this school will go to university.	1	2	3	4	5
j) Many of the students at this school will eventually get a criminal record.	1	2	3	4	5
k) Many of the students who go to this school will have trouble getting a good job.	1	2	3	4	5
l) The safety problems at C.W. Jefferys have been exaggerated.	1	2	3	4	5

F30. In your opinion, what proportion of the students currently attending C.W. Jefferys will complete university?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F31. In your opinion, what proportion of the students currently attending C.W. Jefferys are well-behaved in school?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F32. How happy are you with your job at C.W. Jefferys? Would you say?

- 1) Very happy
- 2) Happy
- 3) Somewhat happy
- 4) Somewhat unhappy
- 5) Unhappy
- 6) Very Unhappy
- 7) Refused

F33. How satisfied are you with the administration at C.W. Jefferys Collegiate? How satisfied are you with the way the school is being run? Would you say?

- 1) Very Satisfied
- 2) Satisfied
- 3) Somewhat satisfied
- 4) Somewhat dissatisfied
- 5) Dissatisfied
- 6) Very dissatisfied
- 7) Refused

F34. People are often described as belonging to a particular racial group. What racial group do you feel that you belong to?

- 1) Black (African Canadian)
- 2) White (European)
- 3) Asian (Chinese, Japanese, Korean)
- 4) South-East Asian (Vietnamese, Laotian, Cambodian)
- 5) South Asian (Indian, Pakistani, Tamil, Sri Lankan)
- 6) West Asian (Arab, Persian, Middle-Eastern)
- 7) Aboriginal (Native, First Nations)
- 8) Mixed Race (specify)_____
- 9) Other (specify)_____
- 10) Refused

F35. We have now come to the end of the questionnaire. Do you have any other comments?

**THANK YOU FOR YOUR
PARTICIPATION IN THIS STUDY!!**

APPENDIX M

WESTVIEW CENTENNIAL SECONDARY SCHOOL STUDENT SURVEY

Dear Student:

As most of you know, Jordan Manners was tragically shot and killed at C.W. Jefferys Collegiate last May. As a result of that shooting, the Toronto District School Board hired a group of outside experts to study issues of school safety in Toronto. As part of their investigation, the research team is conducting a special student survey at Westview Centennial. As part of this survey, we will be asking you to fill out a questionnaire that will ask you about your opinions and experiences.

Students often complain that adults do not listen to their opinions. Filling out this questionnaire will give you a chance to tell us about your experiences and how you are feeling. We really need to hear from young people like you.

This questionnaire is not a test. There are no right or wrong answers. We just want to hear about how you feel. This questionnaire is about your thoughts and experiences. You do not have to answer any questions that you do not want to answer. This questionnaire is also completely private and confidential. Do not put your name on the questionnaire. We do not want to know your name. We are only interested in how you are feeling. This will protect your privacy. Nobody will know which student filled out which questionnaire. This should make you feel comfortable.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the programs we develop will not reflect your opinions and concerns.

When you are finished with the questionnaire, please put it in the envelope and seal it. Again – do not put your name on the envelope. The research team will then collect the envelopes. They will not be opened by the researchers until after they have left the school. We stress that nobody at your school – like principals or teachers – will ever read your answers. Only the outside researchers will get a chance to look at your answers. If you have any questions please put up your hand and someone will try to help you.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of students have different types of opinions or experiences. For example, we might want to see if female students feel the same way as male students.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) 13 years-old
2) 14 years-old
3) 15 years-old
4) 16 years-old
5) 17 years-old
6) 18 years-old
7) 19 years-old
8) 20 years-old
9) Over 20 years of age

A3. What grade are you in right now?

- 1) Grade 9
2) Grade 10
3) Grade 11
4) Grade 12

A4. Were you born in Canada or in another country?

- 1) I was born in Canada – *go to question A7*
2) I was born outside of Canada

A5. What country were you born in? Please write your answer in the space below.

(Country of birth)_____

A6. How long have you lived in Canada? Would you say:

- | | |
|-----------------------|-------------------------------|
| 1) Less than one year | 5) About four years |
| 2) About one year | 6) Between five and ten years |
| 3) About two years | 7) More than ten years. |
| 4) About three years | |

A7. What was the first language that you learned how to speak? Was it English or another language?

- 1) English
- 2) Another language (please specify)_____

A8. In our society, people are often described as belonging to a particular racial group. For example, some people may be seen as black or African-Canadian, other people may be seen as Asian or South Asian and other people may be seen as white. What racial group do you feel that you belong to:

- 1) Black or (African Canadian)
- 2) Asian (Chinese, Korean, Japanese, etc.)
- 3) South-East Asian (Vietnamese, Cambodian, Laotian, etc.)
- 4) South Asian (Indian, Pakistani, Tamil, Sri-Lankan, etc.)
- 5) Phillipinno
- 6) Hispanic or Latin American
- 7) Native or First Nations
- 8) West Asian (Persian, Arab or Middle-Eastern)
- 9) White (European-Canadian)
- 10) Biracial or mixed race (specify) _____
- 11) Other (specify) _____
- 12) Not sure

A9. Do you live with your parents or do you live with other relatives or do you live somewhere else?

- 1) I live with both my mom and my dad
- 2) I live with my mom only
- 3) I live with my dad only
- 4) I live with other relatives (specify)_____
- 5) I live with a foster family
- 6) I am living with friends
- 7) I live by myself
- 8) Other(specify) _____

A10. What type of neighbourhood do you live in? Would you say that you live in:

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A very rich community
- 6) I don't know

A11. What is crime like in your community? Would you say that you live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A12. What type of home do you live in now?

- 1) A low-rise apartment building (less than ten stories)
- 2) A high-rise apartment building (more than ten stories)
- 3) A town-house
- 4) A semi-detached house (two homes attached together)
- 5) A detached house (a single-family home that stands by itself)
- 6) Don't Know

A13. Do you currently live in a public housing project or do you live in another type of place?

- 1) I live in a housing project (Toronto Housing)
- 2) I live in another type of place
- 3) Don't know

A14. How long have you been going to Westview Centennial?

- 1) Less than one year
- 2) About one year
- 3) Two years
- 4) Three years
- 5) Four years
- 6) Five years
- 7) More than five years
- 8) Don't know

A15. How far do you think you will go in school? How much education do you think you will get?

- 1) I plan to drop out of high school before I graduate
- 2) I plan to graduate from high school
- 3) I plan to go to community college
- 4) I plan to go to university
- 5) Other (specify) _____
- 6) I don't know yet

A16. In your opinion, are gangs a problem in your community or neighbourhood? Would you say:

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

A17. How often do you hear gunshots in your community or neighbourhood? Would you say:

- | | |
|---------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost Never | 7) More than once a week |
| 3) Less than once a month | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) More than once a month | |

A18. What is your religion? What religious group do you belong to?

- | | |
|----------------------------|---------------------------------|
| 1) I don't have a religion | 2) Islam (specify faith)_____ |
| 3) Hindu | 4) Catholic |
| 5) Bhuddist | 6) Anglican |
| 7) United Church | 8) Pentecostal |
| 9) Baptist | 10) Seventh Day Adventist |
| 11) Jehovah's Witness | 12) Methodist |
| 13) Judaism | 14) New Testament Church of God |
| 15) Other Church of God | |
| 16) Other (specify)_____ | |
| 17) Refused | |

A19. How religious are you? Would you say that you are:

- 1) Very religious
- 2) Religious
- 3) A little bit religious
- 4) Not very religious
- 5) Not religious at all
- 8) Don't know
- 9) refused

A20. How often would you say that you attend religious services? Would you say?

- | | |
|-------------------------|--------------------------|
| 1) Never | 2) Once or twice a year |
| 3) Several times a year | 4) At least once a month |
| 5) Once a week | 6) More than once a week |
| 88) Don't know | 99) Refused to answer |

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at your school or not? Please circle your answer?

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5
l) Teachers who do not listen to what the students have to say.	1	2	3	4	5
m) Students who gossip and spread rumours about others.	1	2	3	4	5
n) Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about your school:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) At my school students often hang out in the halls and make noise when classes are on.	1	2	3	4	5
b) In general, the teachers at my school don't respect the students.	1	2	3	4	5
c) Teachers at my school treat everyone fairly.	1	2	3	4	5
d) People from outside my school often come to the school to cause trouble.	1	2	3	4	5
e) Some teachers at my school do not know how to talk to their students.	1	2	3	4	5
f) There are many students at my school who do not respect their teachers.	1	2	3	4	5
g) People from outside my school often come to visit their friends and hang out.	1	2	3	4	5
h) People from outside my school often come to sell drugs at my school.	1	2	3	4	5
i) Some students at my school just won't do what the teachers tell them to do.	1	2	3	4	5
j) Most of the students and teachers at my school get along.	1	2	3	4	5
k) The teachers at my school care about what happens to the students.	1	2	3	4	5

B3. In your opinion, how often do students get into fights at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. How safe do you feel at your school? Would you say:

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't Know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C2. In general, would you say that Westview is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?

- | | |
|-------------------------------------|---------------|
| 1) Westview is a very safe school | 5) Don't know |
| 2) Westview is a fairly safe school | |
| 3) Westview is an unsafe school | |
| 4) Westview is a very unsafe school | |

C3. I want you to think about other high schools that you know about. Do you think that Westview has less violence than other schools, more violence than other schools or do you think it is about the same as other schools.

- | |
|--|
| 1) Westview has less violence than other schools |
| 2) Westview has more violence than other schools |
| 3) Westview has about the same amount of violence as other schools |
| 4) Don't know |

C4. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/ Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Took a bus or a subway during the day?	1	2	3	4	5
d) Took a bus or subway at night?	1	2	3	4	5
e) Went downtown to shop or hang out?	1	2	3	4	5
f) Went to a shopping mall?	1	2	3	4	5
g) Went to visit a friend in another area of town?	1	2	3	4	5
h) Went to the movies with friends?	1	2	3	4	5
i) Went to a house party at someone's home?	1	2	3	4	5
j) Went to a nightclub or a bar?	1	2	3	4	5
k) Went to hang out at another high school?	1	2	3	4	5

C5. Do you ever feel afraid or unsafe when you are coming to school in the morning or leaving school at the end of the day? Would you say:

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C6. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes:

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that hang out in your community?	1	2	3	4	5
c) Street gangs that live outside of your community?	1	2	3	4	5
d) Being attacked or beat up by someone at school?	1	2	3	4	5
e) Being attacked or beat up by someone outside of school?	1	2	3	4	5
f) Being robbed by someone at school?	1	2	3	4	5
g) Being robbed by someone outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Having something stolen from you outside of school?	1	2	3	4	5
j) Being shot by someone that you know?	1	2	3	4	5
k) Being shot by a stranger that you do not know?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

C7. Are there any places or activities that you avoid because you are afraid for your safety or afraid that you might get attacked or assaulted? Please list those places in the box provided below.

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property.

TYPES OF VICTIMIZATION	Never	Once	Between 2 and 5 Times	More than 5 times
a) How many times has someone at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b) How many times has someone at your school stolen money or things from you worth over \$50.00?	1	2	3	4
c) How many times has someone at your school deliberately damaged your property, clothes or possessions?	1	2	3	4
d) How many times has someone at school threatened to hurt you or injure you?	1	2	3	4
e) How many times has someone at school punched you, slapped you or kicked you?	1	2	3	4
f) How many times has someone at your school pointed a gun at you or tried to shoot you?	1	2	3	4
g) How many times has someone at your school taken money or things from you by threatening you or by using force?	1	2	3	4
h) How many times has someone at your school attacked you with a weapon like a knife or a bat?	1	2	3	4
i) How many times has someone at your school called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you in the outside community. How many times over the past two years have the following things happened to you when you were not at school.

TYPES OF VICTIMIZATION	Never	Once	Between 2 and 5 Times	More than 5 times
a) How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b) How many times has someone stolen money or things from you worth over \$50.00?	1	2	3	4
c) How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d) How many times has someone threatened to hurt you or injure you?	1	2	3	4
e) How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f) How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g) How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
h) How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
i) How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D3. Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.

If nothing bad has ever happened to you please go to the next section (SECTION E)

D4. When did this happen?

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

D4. Where did this incident happen?

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D5. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) Another student at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify)_____

D6. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D7*

D7. People may have a number of different reasons for not talking to the police. Why did you decide not talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police	YES	NO
a) The matter was too trivial. It was not that bad.	1	2
b) Because the police would not do anything. It is a waste of time.	1	2
c) Because the police would not believe me or take me seriously.	1	2
d) Because I did not want to upset my parents.	1	2
e) Because my parents might stop me from going out in the future.	1	2
f) Because I could have gotten into trouble with the police.	1	2
g) Because I was afraid of the people who did this to me.	1	2
h) Because the police could not protect me.	1	2
i) Because I don't like the police. I don't trust the police.	1	2
j) Because I wanted to get my own revenge.	1	2
k) Because I can take care of myself.	1	2
l) Because I don't want people to think I'm a snitch or a rat.	1	2
m) Because I did not want the offenders to get into trouble.	1	2

D8. Were there any other reasons that you did not talk to the police? Please write these reasons in the box provided below.

PART E: Weapons at School

E1. We are interested in knowing what you know about guns and other weapons – both inside of school and outside of school. Please remember that your answers are completely private and confidential. Nobody will know how you respond to each of these questions. Please try to be as honest as possible.

Over the past two years, do you know of anyone who brought a gun to your school or had a gun on school property?

- 1) NO – I don't know of any person who brought a gun to school
- 2) Yes – I know one person who brought a gun to school
- 3) Yes – I know two people who brought a gun to school
- 4) Yes – I know three people who brought a gun to school
- 5) Yes – I know more than three people who brought a gun to school
- 6) Don't know

E2. Have you ever seen a gun at your school or on school property?

- 1) Never – I have never seen a gun at my school
- 2) Only once – I only saw a gun once at my school
- 3) Twice – I only saw a gun two times at my school
- 4) Three times – I have seen a gun three times at my school
- 5) Four times – I have seen a gun four times at my school
- 6) I have seen a gun more than four times at my school

E3. Has someone ever threatened you with a gun while you were at school or on school property?

- 1) Never
- 2) Once
- 3) More than once

E4 Has someone ever pointed a gun at you while you were at school or on school property?

- 1) Never
- 2) Once
- 3) More than once

E5. Has someone ever shot at you while you were at school or on school property?

- 1) Never
- 2) Once
- 3) Never

E6. Have you ever talked to a teacher, the principal or the police about a gun that was in your school or on school property?

- 1) YES - I have reported a gun to school officials or to the police
- 2) NO - I never knew about a gun at my school
- 3) NO - I knew about a gun at school but I did not report it

E7. If you knew about a student in your school with a gun would you report it to a teacher, a school official or to the police?

- 1) YES – I would report it – ***GO TO E9***
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E8. Why would you not report the gun to your teacher or to the police? Why would you not talk to these people about a student with a gun?

E9. Have you ever brought a gun to school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E10. Have you ever seen a gun outside of school?

- 1) Never – I have never seen a gun outside of school
- 2) Only once – I only saw a gun once outside of school
- 3) Only twice – I only saw a gun two times outside of school
- 4) Three times – I have seen a gun three times outside of school
- 5) I have seen a gun more than three times outside of school
- 6) Don't know

E11. Has someone ever threatened you with a gun when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E12. Has someone ever pointed a gun at you while you were at school?

- 1) Never
- 2) Once
- 3) More than once

E13. Has someone ever tried to shoot you with a gun when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E14. Have you ever carried a gun with you when you were outside of school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E15. Have you ever talked to the police about a gun that you saw outside of school?

- 1) YES - I have reported a gun to the police
- 2) NO - I never saw or knew about a gun outside of school
- 3) NO - I knew about a gun but I did not report it

E16. If you saw someone outside of school with a gun would you report it to the police?

- 1) YES – I would report it – ***GO TO E19***
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E17. Why would you not report a person with a gun to the police?

E18. Over the past two years, do you know of any students who brought a knife to school?

- 1) NO – I don't know of any person who brought a knife to school
- 2) Yes – I know one person who brought a knife to school
- 3) Yes – I know two people who brought a knife to school
- 4) Yes – I know three people who brought a knife to school
- 5) Yes – I know more than three people who brought a knife to school
- 6) Don't know

E19. Have you ever seen someone with a knife at your school?

- 1) Never – I have never seen a knife at my school
- 2) Only once – I only saw a knife once at my school
- 3) Twice – I only saw a knife two times at my school
- 4) Three times – I have seen a knife three times at my school
- 5) Four times – I have seen a knife four times at my school
- 6) I have seen a knife more than four times at my school

E20. Has someone ever threatened you with a knife while you were at school?

- 1) Never
- 2) Once
- 3) More than once

E21. Has someone ever stabbed you with a knife while you were at school?

- 1) Never
- 2) Once
- 3) More than once

E22. Have you ever talked to a teacher, the principal or the police about a knife that was in your school?

- 1) YES - I have reported a knife to school officials or to the police
- 2) NO - I never saw or knew about a knife at school
- 3) NO - I knew about a knife at school but I did not report it

E23. If you knew about a student in your school with a knife would you report it to a teacher, a school official or to the police?

- 1) YES – I would report it – ***GO TO E25***
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E24. Why would you not report the knife to your teachers or to the police? Why would you not talk to these people about a student with a knife?

E25. Have you ever brought a knife to school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E26. Has someone ever threatened you with a knife when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E27. Has someone ever stabbed you with a knife when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E28. Have you ever carried a knife with you when you were outside of school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E29. Have you ever talked to the police about a person with a knife that you saw outside of school?

- 1) YES - I have reported someone with a knife to the police
- 2) NO - I never saw someone with a knife
- 3) NO - I saw someone with a knife but I did not report it

E30. If you saw someone outside of school with a knife would you report it to the police?

- 1) YES – I would report it – ***GO TO F1***
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E31. Why would you not report a person with a gun to the police?

PART F: Sexual Harassment and Assault

F1. Now we would like to ask you about things that may have happened to you at school or on school property over the past two years.

At your school has someone ever said unwanted sexual things to you that upset you or made you feel uncomfortable?

- 1) Never – **GO TO F3**
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F2. Did you report this unwanted sexual behaviour to a teacher or the principal?

- 1) YES
- 2) NO

F3. At your school has someone ever touched or grabbed you in a sexual way when you did not want to be touched ?

- 1) Never – **GO TO F5**
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F4. Did you report this unwanted sexual touching to a teacher or the principal?

- 1) YES
- 2) NO

F5. At your school has someone ever sexually assaulted you? Has someone ever forced you to have sex at school against your will?

- 1) Never – *GO TO F7*
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F6. Did you report this sexual assault to a teacher, the principal or to the police?

- 1) YES
- 2) NO

F7. Do you know of any other students who have been sexually assaulted at your school in the past two years? We are only asking about sexual assaults that took place at your school or on school property.

- 1) NO – I don't know any students who have been sexually assaulted
- 2) I know one student who was sexually assaulted
- 3) I know two students who were sexually assaulted
- 4) I know three students who were sexually assaulted
- 5) I know more than three students who were sexually assaulted
- 6) Don't know

F8. Now I want you to think of things that may have happened outside of school over the past two years. Has someone ever sexually assaulted you outside of school? Outside of school has someone ever forced you to have sex against your will?

- 1) Never – *GO TO F10*
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F9. Did you report this sexual assault to your parents or the police?

- 1) YES
- 2) NO

F10. Do you know of any other students who have been sexually assaulted outside of school in the past two years?

- 1) NO – I don't know any students who have been sexually assaulted
- 2) I know one student who was sexually assaulted
- 3) I know two students who were sexually assaulted
- 4) I know three students who were sexually assaulted
- 5) I know more than three students who were sexually assaulted
- 6) Don't know

PART G: Witnessing Crimes

G1. Now I want to talk to you about crimes that you may have seen at some time in your life. Have you ever witnessed a gun battle or a shooting? For example, have you ever witnessed an incident in which one person or group of persons was shooting at another person or group of people? Would you say:

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to G5</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

G2. When was the last time that you witnessed a shooting or gun battle?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

G3. Think about the last time you witnessed a shooting or gun battle. Did you talk to the police about this crime?

- 1) YES – *go to G5*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

G4. Why didn't you talk to the police about this crime? Is there any other reason?

INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other_____ |
| 88) Can't remember | 99) Refused |

G5. Have you ever witnessed a serious attack or beating in which another person was badly hurt? Would you say:

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to H1</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

G6. When was the last time that you witnessed a serious beating or attack?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

G7. Think about the last time you witnessed a serious beating or attack. Did you talk to the police about this crime?

- 1) YES – *go to H1*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

G8. Why didn't you talk to the police about this crime? Is there any other reason?

INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other_____ |
| 88) Can't remember | 99) Refused |

PART H: Improving School Safety and Discipline

H1. Some people think that putting television cameras in the halls and in the classrooms will make schools safer? Do you think putting television cameras in schools is a good idea or bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

H2. Some people think that increasing the number of security people in schools will increase safety. Do you think increasing the number of security people in schools is a good idea or bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

H3. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea.

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

- H4. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want.**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know
- H5. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know
- H6. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know

H7. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Students from my racial group are more likely to be unfairly suspended or expelled from school than students from other racial groups.	1	2	3	4	5
b) Teachers treat all students the same.	1	2	3	4	5
c) Discrimination makes it difficult for students from my racial background to get good grades at school.	1	2	3	4	5
d) Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	1	2	3	4	5
e) Discrimination makes it difficult for people from my racial group to get a good job.	1	2	3	4	5
f) Everyone in Canada has an equal chance of getting a good education.	1	2	3	4	5
g) I will eventually get a good education and a good job.	1	2	3	4	5
h) Rich kids have a better chance in Canada than poor kids.	1	2	3	4	5
i) The school is more likely to call the police on racial minority students than white students.	1	2	3	4	5
j) Teachers at my school work hard to help students become successful	1	2	3	4	5

H8. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

H9. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

H10. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H11. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H12. Should students be punished for stealing other peoples' money or property at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H13. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H14. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H15. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

H16. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:

H17. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

H18. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea:

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

PART I: Gangs at School

I1. Finally, I would like to ask you a few questions about gang activity in your area. Have you ever been the member of a gang?

- 1) No – I have never been in a gang
- 2) Yes – I used to be in a gang but I'm not in a gang now
- 3) Yes – I am currently in a gang

I2. Do you have any friends who are in a gang?

- 1) I don't know any gang members
- 2) I know one or two gang members
- 3) I know several gang members
- 4) I know many gang members
- 5) I'm not sure if any of the people I know are gang members

I3. Are there any gang members who go to your school?

- 1) No – there are no gang members at my school
- 2) Yes – there are a few gang members at my school
- 3) Yes – there are many gang members at my school
- 4) I don't know if there are gang members at my school

I4. What are the names of the gangs that are at your school?

- I5. We have now come to the end of the questionnaire. Do you have any other comments to make about your school? Do you have any ideas about what your school needs to make it better for the students? Please list your ideas in the space below.**

**THANK YOU FOR YOUR PARTICIPATION
IN THIS STUDY!!**

Westview Centennial Secondary School STAFF SURVEY

Dear Staff Member

As you may know, as a result of the recent shooting at C.W. Jeffreys, the Toronto District School Board has hired a group of outside experts to study issues of school safety. As part of this study, the research team would like to hear about the opinions and experiences of *all* personnel at your school – including teachers and administrative staff. That is why we are asking you to fill out this questionnaire. Filling out this questionnaire will give you a chance to tell us about your perceptions and experiences. The survey will also give you the opportunity to make recommendations about how to improve school safety and the general quality of education at Westview.

This questionnaire is not a test. There are no right or wrong answers. We just want to hear about your true feelings and experiences. The survey is completely private and confidential. *Do not* put your name on the questionnaire. We do not need to know your name. We want to ensure that your responses remain anonymous.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the programs, solutions or improvements we recommend will not reflect your opinions and concerns.

Please note that your questionnaire package includes a stamped envelope with a return address. When you are finished filling out your questionnaire please put it in this envelope and seal it. Please drop the envelope in the mail or leave it at your school's office for pick-up by the research team. Again – please do not put your name on the envelope. We stress that nobody at your school will ever read your individual answers. Only the outside researchers will get a chance to look at your answers. Finally, your name will never appear on any of the reports that stem from this project. The anonymity of individual respondents will be protected at all times.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of staff have different types of opinions or experiences.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) Less than 20 years of age
2) 20-29 years
3) 30-39 years
4) 40-49 years
5) 50-59 years
6) 60 years or older

A3. What is your position or job at Westview

- 1) Principle or vice-principle
2) Teacher
3) Support staff
4) Other (please specify)_____

A4. How long have you worked in the field of education?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A5. How long have you worked for the Toronto District School Board?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A6. How long have you worked at Westview?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A7. I want you to think about the type of neighbourhood or community that you currently live in? Would you say that you live in:

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A wealthy community
- 6) I don't know

A8. What is crime like in your neighbourhood or community? Would you say that you currently live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A9. How often would do you hear guns shooting in the neighbourhood that you live? Would you say:

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

A10. In your opinion, are gangs a problem in your community? Would you say:

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

A11. I would like you to compare your neighbourhood with the neighbourhood around Westview. In your opinion, would you say that your neighbourhood:

- 1) Has much more crime than the neighbourhood around Westview
- 2) Has somewhat more crime than the neighbourhood around Westview
- 3) Has about the same amount of crime as the neighbourhood around Westview
- 4) Has somewhat less crime than the neighbourhood around Westview
- 5) Has a lot less crime than the neighbourhood around Westview
- 6) Don't know

A12. In your opinion, would you say that your neighbourhood:

- 1) Is much richer than the neighbourhood around Westview
- 2) Is somewhat richer than the neighbourhood around Westview
- 3) Is about the same social class as the neighbourhood around Westview
- 4) Is somewhat poorer than the neighbourhood around Westview
- 5) Is a lot poorer than the neighbourhood around Westview
- 6) Don't know

A13. Is your neighbourhood as ethnically diverse as the neighbourhood around Westview. Would you say that your neighbourhood:

- 1) Is much more diverse than the neighbourhood around Westview
- 2) Is somewhat more diverse than the neighbourhood around Westview
- 3) Is just as diverse as the neighbourhood around Westview
- 4) Is somewhat less diverse than the neighbourhood around Westview
- 5) Is a lot less diverse than the neighbourhood around Westview
- 6) Don't know

A14. How far do you live from Westview Centennial? How far is your neighbourhood from the school? Would you say:

- | | |
|---------------------------------|---------------------------------|
| 1) Less than one kilometre | 5) Between 20 and 30 kilometres |
| 2) Between 1 and 5 kilometres | 6) Between 30 and 40 kilometres |
| 3) Between 5 and 10 kilometres | 7) Between 40 and 50 kilometres |
| 4) Between 10 and 20 kilometres | 8) 50 kilometres or more |
| | 9) Don't know |

A15. Would you ever consider living in the neighbourhood around Westview Centennial?

- 1) Yes – I would like to live in this neighbourhood
- 2) Maybe – I might consider living in this neighbourhood
- 3) No – I do not want to live in this neighbourhood

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at Westview or not? Please circle your answer?

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs.	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5
l) Teachers who do not listen to what the students have to say.	1	2	3	4	5
m) Students who gossip and spread rumours about others.	1	2	3	4	5
n) Racial or ethnic tensions between students	1	2	3	4	5
o) Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about Westview:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Media coverage of Jordan Manners' death has unfairly damaged the reputation of students from the Jane-Finch community.	1	2	3	4	5
b) There are many students at this school who do not respect their teachers.	1	2	3	4	5
c) In general, teachers at this school treat all students fairly.	1	2	3	4	5
d) Media coverage of Jordan Manners' death has unfairly damaged the reputation of teachers who work at schools in the Jane-Finch community.	1	2	3	4	5
e) Some teachers do not know how to talk to their students.	1	2	3	4	5
f) There are some teachers at Westview who do not respect their students.	1	2	3	4	5
g) I am sometimes afraid for my safety when I come to work at this school.	1	2	3	4	5
h) Many students at this school refuse to obey their teachers.	1	2	3	4	5
i) The behaviour of students at this school has gotten worse over the past two years.	1	2	3	4	5
j) Most of the students and teachers at this school get along fine.	1	2	3	4	5
k) In general, I enjoy working at Westview	1	2	3	4	5

B3. In your opinion, how often do students get into fights at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. As you know, last May a student named Jordan Manners was shot and killed at another high school in this neighbourhood. I want you to think about the way things were at Westview Centennial before Jordan Manners was shot. How safe did you feel at this school before the shooting took place? Did you feel:

- 1) Very safe
- 2) Fairly Safe
- 3) Unsafe
- 4) Very unsafe
- 5) Don't know

C2. How safe did you feel at this school right after Jordan Manners was shot?

- 1) Very safe
- 2) Fairly Safe
- 3) Unsafe
- 4) Very unsafe
- 5) Don't know

C3. How safe do you feel at your school now? How safe do you feel now that a new school year has started?

- 1) Very safe
- 2) Fairly Safe
- 3) Unsafe
- 4) Very unsafe
- 5) Don't Know

C4. In general, would you say that Westview Centennial is a very safe school, a fairly safe school or do you think that the school is an unsafe place for teachers and students?

- 1) Westview is a very safe school
- 2) Westview is a fairly safe school
- 3) Westview is an unsafe school
- 4) Westview is a very unsafe school
- 5) Don't know

C5. I want you to think about other high schools that you know about. In general, do you think that Westview has less violence than other high schools in Toronto, more violence than other schools or do you think it is about the same as other schools.

- 1) Westview has less violence than other schools
- 2) Westview has more violence than other schools
- 3) Westview has about the same amount of violence as other schools
- 4) Don't know

C6. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/ Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Walked around the neighbourhood surrounding Westview during the day?	1	2	3	4	5
d) Walked around the neighbourhood surrounding Westview during the night.	1	2	3	4	5
e) Took a bus or a subway during the day?	1	2	3	4	5
f) Took a bus or subway at night?	1	2	3	4	5
g) Went downtown?	1	2	3	4	5
h) Went to a shopping mall?	1	2	3	4	5
i) Went to visit a friend in another area of town?	1	2	3	4	5
j) Went to the movies with friends?	1	2	3	4	5
k) Went to a party at someone's home?	1	2	3	4	5
l) Went to a nightclub or a bar?	1	2	3	4	5

C7. Do you ever feel afraid or unsafe when you are coming to work at Westview in the morning or leaving school at the end of the day? Would you say:

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C8. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes? Do you ever worry about:

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that may be hanging out in the community surrounding the school?	1	2	3	4	5
c) Street gangs that may be hanging out in your neighbourhood?	1	2	3	4	5
d) Being attacked or beat up by a student?	1	2	3	4	5
e) Being attacked or beat up by someone from outside the school?	1	2	3	4	5
f) Being robbed by a student at the school?	1	2	3	4	5
g) Being robbed by someone from outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Being shot at or attacked with a weapon at school?	1	2	3	4	5
j) Being shot at or attacked with a weapon outside of school?	1	2	3	4	5
k) Having something stolen from you outside of school?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

C9. Are there any school activities or places around the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.

C10. Are there any places or activities outside of the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property.

TYPES OF VICTIMIZATION IN THE PAST TWO YEARS		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has a student at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has a student at your school stolen money or things from you worth more than \$50.00?	1	2	3	4
c)	How many times have students at your school damaged your property or possessions?	1	2	3	4
d)	How many times has a student at your school threatened you?	1	2	3	4
e)	How many times has a student at your school threatened you with a weapon?	1	2	3	4
f)	How many times has a student at your school punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has a student talked back to you in class or in the hall?	1	2	3	4
h)	How many times has a student at your school attacked you with a weapon?	1	2	3	4
i)	How many times has a student accused you of punishing them unfairly?	1	2	3	4
j)	How many times has a student accused you of giving them an unfair grade?	1	2	3	4
k)	How many times has a student at your school sexually harassed you or made inappropriate sexual comments?	1	2	3	4
l)	How many times has a student at your school called you names or teased you in a way that bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you in the outside community. How many times over the past two years have the following things happened to you when you were not at school.

TYPES OF VICTIMIZATION		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has someone stolen money or things from you worth more than \$50.00?	1	2	3	4
c)	How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d)	How many times has someone threatened to hurt you or injure you?	1	2	3	4
e)	How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f)	How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has someone pointed a gun at you or tried to shoot you?	1	2	3	4
h)	How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
i)	How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
j)	How many times has someone forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k)	How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

- D3. Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.**

If nothing bad has ever happened to you please go to the next section (SECTION E)

- D4. When did this happen?**

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

- D5. Where did this incident happen?**

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D6. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) A student at your school
- 5) A staff member at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify)_____

D7. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D8*

D8. People may have a number of different reasons for not talking to the police. Why did you decide not to talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police	YES	NO
a) The matter was too trivial. It was not that bad.	1	2
b) Because the police would not do anything. It is a waste of time.	1	2
c) Because the police would not believe me or take me seriously.	1	2
d) Because my parents might stop me from going out in the future.	1	2
e) Because I could have gotten into trouble with the police.	1	2
f) Because I was afraid of the people who did this to me.	1	2
g) Because the police could not protect me.	1	2
h) Because I don't like the police. I don't trust the police.	1	2
i) Because I wanted to get my own revenge.	1	2
j) Because I can take care of myself.	1	2
k) Because I don't want people to think I'm a snitch or a rat.	1	2
l) Because I did not want the offenders to get into trouble.	1	2

PART E: Witnessing Crime and Disorder

E1. Now we want to ask you about incidents of crime or disorder that you may have witnessed at Westview Centennial over the past two years. During the past two years, have you ever seen a student carrying a gun at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E2. During the past two years, have you ever witnessed a student with another type of weapon – like a knife or a bat -- at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E3. During the past two years, have you ever witnessed a student threaten a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E4. During the past two years, have you ever witnessed a student threaten another student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E5. During the past two years, have you ever witnessed a fight between students at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E6. During the past two years, have you ever witnessed a student swearing at or insulting a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E7. During the past two years, have you ever witnessed a student talking back to a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E8. During the past two years, have you ever witnessed students who were drunk, intoxicated or high at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E9. During the past two years, have you ever witnessed a student trying to steal something at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E10. During the past two years, have you ever witnessed a student selling illegal drugs at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E11. During the past two years, have you ever witnessed a student sexually harass a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E12. During the past two years, have you ever witnessed a student sexually harass another

student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

**E13. Are there any other types of crime or disorder that you have witnessed at this school?
Please write these reasons in the box provided below.**

PART F: Improving School Safety and Discipline

F1. Some people think that putting security cameras in the halls will make schools safer? Do you think putting television cameras in the halls is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F2. Some people think that putting security cameras in the classroom will make schools safer? Do you think putting television cameras in the halls is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F3. Some people think that increasing the number of hall monitors in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F4. Some people think that increasing the number of trained security guards in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F5. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea.

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F6. Some people think that school officials should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want.

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F7. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want.

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F8. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F9. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F10. Some people think that there should be more police patrols on school property. Do you think increasing the number of police patrols in your school is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F11. In general, do you think that school safety at Westview has increased or decreased over the past two years?

- 1) School safety has decreased a great deal
- 2) School safety has decreased a little
- 3) School safety is about the same as it was two years ago
- 4) School safety has increased a little
- 5) School safety has increased a lot
- 8) Don't know

F12. In general, do you think that student behaviour at Westview has improved over the past two years or do you think it has gotten worse?

- 1) Student behaviour has improved a lot
- 2) Student behaviour has improved a little
- 3) Student behaviour is about the same as it was two years ago
- 4) Student behaviour has gotten worse
- 5) Student behaviour has gotten a lot worse
- 8) Don't know

- F13. If you think that school safety at Westview has decreased over the past two years, please tell us why you think it has gotten worse. If you think school safety has improved, please tell us why you think it has improved. Please write your answer in the box below.**

- F14. If you think that student behaviour at Westview has worsened over the past two years, please tell us why you think it has gotten worse. If you think student behaviour has improved, please tell us why you think it has improved. Please write your answer in the box below.**

F15. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) To increase order at Westview we need to suspend more students.	1	2	3	4	5
b) To increase order at Westview we need to expel more students.	1	2	3	4	5
c) To increase order at Westview we need to call the police more often to deal with unruly students.	1	2	3	4	5
d) I am sometimes afraid of being called a racist by the students at this school.	1	2	3	4	5
e) Parents need to take more responsibility for how their children act in school.	1	2	3	4	5
f) Noise from students in the halls often makes it difficult for me to teach.	1	2	3	4	5
g) The administration at this school always supports teachers who try to punish badly behaved students.	1	2	3	4	5
h) Students at this school know they can get away with bad behaviour.	1	2	3	4	5
i) Students often talk back to me in class.	1	2	3	4	5
j) I am afraid of some of the students who go to this school.	1	2	3	4	5
k) Discipline at Westview has become too lenient over the past few years.	1	2	3	4	5

F16. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F17. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F18. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F19. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

**F20. Should students be punished for stealing other peoples' money or property at school?
Please circle all that apply:**

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F21. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F22. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F23. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

F24. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F25. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea:

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 4) Would make no difference
- 5) Don't know

F26. Some people think that schools should develop programs to make parents more involved in their children's education. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F27. Some people think that Westview should hire more racial minority teachers. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F28. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:

F29. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Incidents like the Jordan Manners shooting could happen at any school.	1	2	3	4	5
b) In general, Westview is a very safe school.	1	2	3	4	5
c) I am worried that other shootings will happen again at this school.	1	2	3	4	5
d) Most of the students at Westview are well behaved.	1	2	3	4	5
e) Westview needs more racial minority teachers.	1	2	3	4	5
f) I enjoy working with the students at Westview.	1	2	3	4	5
g) Most of the problems at this school are caused by the poverty in the surrounding neighbourhood.	1	2	3	4	5
h) The school system can not really help the poor students who live in this area?	1	2	3	4	5
i) Most of the students at this school will go to university.	1	2	3	4	5
j) Many of the students at this school will eventually get a criminal record.	1	2	3	4	5
k) Many of the students who go to this school will have trouble getting a good job.					
l) The safety problems at Westview have been exaggerated.	1	2	3	4	5

F30. In your opinion, what proportion of the students currently attending Westview will complete university?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F31. In your opinion, what proportion of the students currently attending Westview are well-behaved at school?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F32. How happy are you with your job at Westview? Would you say:

- 1) Very happy
- 2) Happy
- 3) Somewhat happy
- 4) Somewhat unhappy
- 5) Unhappy
- 6) Very Unhappy
- 7) Refused

F33. How satisfied are you with the administration at Westview? How satisfied are you with the way the school is being run. Would you say:

- 1) Very Satisfied
- 2) Satisfied
- 3) Somewhat satisfied
- 4) Somewhat dissatisfied
- 5) Dissatisfied
- 6) Very dissatisfied
- 7) Refused

F34. Sometimes Canadian teachers have had concerns about violent or potentially violent student behaviour. Would you feel comfortable reporting concerns about a violent or potentially violent student to the administrators at your school?

- 1) I would feel very comfortable reporting such a student to the administrators at Westview
- 2) I would feel comfortable
- 3) I would feel somewhat uncomfortable
- 4) I would feel very uncomfortable
- 5) It depends
- 6) I don't know how I would feel

F35. Sometimes teachers have expressed concerns about general school safety. Would you feel comfortable expressing concerns about school safety to the administrators at your school?

- 1) I would feel very comfortable
- 2) I would feel comfortable
- 3) I would feel somewhat uncomfortable
- 4) I would feel very uncomfortable
- 5) It depends
- 6) I don't know how I would feel

F36. Do you agree or disagree with the following statement: "Complaining to school administrators about unsafe conditions at school could hurt or damage my teaching career."

- 1) Strongly disagree
- 2) Agree
- 3) Neither Agree nor Disagree
- 4) Agree
- 5) Strongly Agree
- 6) Don't Know

F37. Do you agree or disagree with the following statement: "Complaining to school administrators about unsafe conditions at school could hurt or damage my reputation."

- 1) Strongly disagree
- 2) Agree
- 3) Neither Agree nor Disagree
- 4) Agree
- 5) Strongly Agree
- 6) Don't Know

F38. Do you agree or disagree with the following statement: “Complaining to School Board officials about a Principal or Vice-Principal could damage my career.”

- 1) Strongly disagree
- 2) Agree
- 3) Neither Agree nor Disagree
- 4) Agree
- 5) Strongly Agree
- 6) Don't Know

F39. If you thought the administration at your school was not doing a good job at keeping students and teachers safe would you complain to the Principal or Vice-Principal? Why or why not?

F40. If you thought the administration at your school was not doing a good job at keeping students safe would you complain to other School Board officials? Why or why not?

F41. During our consultations, we have been told that some teachers are afraid to complain about school safety conditions? Do you think this statement is true or untrue?

- 1) Very True
- 2) True
- 3) Not True
- 4) Not True at All
- 5) It Depends
- 6) Don't Know

F42. Why do you think some teachers might be afraid to complain about unsafe school conditions? Why do you think they might be nervous about talking to school administrators or School Board officials about their concerns?

F43. People are often described as belonging to a particular racial group. What racial group do you feel that you belong to?

- 1) Black (African Canadian)
- 2) White (European)
- 3) Asian (Chinese, Japanese, Korean)
- 4) South-East Asian (Vietnamese, Laotian, Cambodian)
- 5) South Asian (Indian, Pakistani, Tamil, Sri Lankan)
- 6) West Asian (Arab, Persian, Middle-Eastern)
- 7) Aboriginal (Native, First Nations)
- 8) Mixed Race (specify)_____
- 9) Other (specify)_____
- 10) Refused

F44. We have now come to the end of the questionnaire. Do you have any other comments?

**THANK YOU FOR YOUR PARTICIPATION
IN THIS STUDY!!**

Terms of Settlement

THIS AGREEMENT ENTERED INTO THIS 10th Day of April 2007

ONTARIO HUMAN RIGHTS COMMISSION

(Hereinafter the "OHRC")

and

**HER MAJESTY THE QUEEN IN RIGHT OF ONTARIO AS REPRESENTED BY THE MINISTER OF
EDUCATION**

(Hereinafter the "Ministry")

WHEREAS on July 7, 2005, the OHRC initiated a complaint, number GKEA-6DUH6W, pursuant to subsection 32(2) of the *Human Rights Code* in the public interest and on behalf of racialized students and students with disabilities alleging that the application of the safe schools provisions of the *Education Act* and the Ministry's and school boards' policies on discipline are having a disproportionate impact on racial minority students and students with disabilities.

NOW THEREFORE, the Parties agree to settle these matters as follows:

I Statement of Agreed Principles

1. The Ministry acknowledges the widespread perception that the application of the current safe schools provisions of the *Education Act* and related regulations and policies can have a disproportionate impact on students from racialized communities and students with disabilities and can further exacerbate their already disadvantaged position in society.
2. The parties agree that there is no reference in the *Education Act* or in the related regulations or policies to the concept of zero tolerance nor should there be any language in the legislation, regulations or policies that suggests the concept of zero tolerance.
3. The parties agree that every student should reach the highest level of achievement that his or her ability and willingness to work hard will permit.
4. The parties agree that the safe schools provisions of the *Education Act* and related regulations and policies must be applied in a manner that complies with the Ontario Human Rights Code (the "Code").
5. The parties agree that the Code has primacy over all other provincial legislation (unless otherwise stated). It applies to all government ministries and school boards and covers education policies, practices and procedures.

II Review of the Safe Schools Provisions of the Education Act

6. The Ministry is committed to a comprehensive review of the safe schools provisions of the *Education Act*. As a first step, the Minister designated the Safe Schools Action Team to hold public consultations into this matter.
7. After having heard the OHRC's concerns about the composition of the Safe Schools Action Team, the Ministry of Education reviewed the composition of the Team and changed it to include representation from and full participation by persons from racialized and disability communities.
8. After having heard the OHRC's concerns about the contents of the Discussion Guide that was to be used during the consultation, the Ministry formulated additional questions for it that included reference to the Complaint and questions about the possible disproportionate impact of the safe schools provisions of the *Education Act*.

9. The Ministry agrees to remove the term “zero tolerance” from any Ministry documents in which it may appear.
10. Upon settlement of this Complaint, the Ministry agrees to communicate to boards that it wishes to propose amendments to the safe schools provisions of the Act and regulations. At that time, the Ministry will inform boards that

a. There is no reference to the concept of zero tolerance in the *Education Act*, regulations or related policies, nor should there be in any amendments to the *Education Act*, regulations or related policies, and;

b. Prior to suspending or expelling a student, principals and school boards should review and consider the mitigating factors set out in current regulations to see whether they apply;

c. The existing mitigating factors in the regulations are broad enough to include those listed in clause 11 and should be considered by principals when disciplining students;

d. The Ministry believes in the concept of progressive discipline in order to avoid suspensions and expulsions and encourages school boards to apply these strategies, including but not limited to: in-school detentions, peer mediation, restorative practice, referrals for consultation, and/or transfer;

e. The Ministry will direct school boards to begin implementing alternative education programs at the beginning of the 2007-08 school year for students who are expelled or on long-term suspensions (of more than five school days) so that they may continue their education;

f. The alternative education programs are to follow the Ontario curriculum guidelines and standards unless the student has an Individual Education Plan (IEP) that provides for something other than the regular curriculum;

g. The Ministry expects school boards to review their local school board/police protocols to ensure that they are consistent with the Provincial Model for a Local Police/ School Board Protocol. School boards will be directed to submit their protocols to the Ministry where they will be reviewed for consistency with the Provincial Model. The Ministry will report on this review to the Commission. The Ministry expects school boards to work cooperatively with their local police departments to ensure that, when the police are called to a school to investigate an incident, the protocol is followed and students and staff are treated with fairness and respect. In particular, the Ministry expects school boards to comply with the requirement in the Provincial Model that the school board/police protocols address police interviews of students at school; particularly in relation to contacting parents of students being interviewed;

h. If the *Education Act* is amended, school board staff will be provided with training as to the intent and application of the amendments.

11. Pending the Ministry’s review of the safe schools provisions of the *Education Act*, but in any case no longer than 120 days from the signing of these Minutes of Settlement, the Minister of Education will request through the Cabinet’s regulation process, amendments to Regulations 37/01 and 106/01, so that:

i. the following mitigating factors proposed by the OHRC are represented in the regulations:

- a. whether racial or other harassment was a factor in the student's behaviour;
- b. whether the principles of progressive discipline have first been attempted;
- c. the impact of the suspension or expulsion on the student's continued education;
- d. whether the imposition of suspension (or expulsion) would likely result in an aggravation or worsening of the student's behaviour or conduct;
- e. the age of the student;
- f. in the case of a student with a disability, whether the behaviour was a manifestation of the disability and whether appropriate accommodation, based on the principle of individualization, had first been provided; and
- g. the safety of other students.

ii. principals and school boards are required to consider the mitigating factors prior to suspending or expelling any student.

11.1 The Ministry will issue a Policy/Program Memorandum requiring principals and boards to consider the following prior to suspending or expelling a student with a disability:

- a. not suspending or expelling a student where the student's behaviour was directly caused by a disability;
- b. the provision of alternative education where a student with a disability must be removed from the classroom for health, safety or other reasons;
- c. the return of the student to the his/her regular classroom;
- d. consultation with parents around the management of behaviour arising from a disability;
- and
- e. the application of progressive discipline.

- 12. As part of the legislative review, the Ministry will consider including a requirement in the *Education Act* and/or regulations and associated policies that suspension and expulsion are to be used only after progressive discipline has been attempted. Strategies may include but are not limited to: in-school detentions, peer mediation, restorative practice, referrals for consultation, and/or transfer.
- 13. If amendments to the safe schools provisions of the *Education Act* are passed by the Legislature, the Ministry will review its relevant policies to ensure that they are consistent with the amendments.
- 14. At present, Policy and Program Memorandum (PPM) 119 (Development and Implementation of School Board Policies on Antiracism and Ethnocultural Equity), dated July 13, 1993 says, in part, that:
 - a. "equitable employment practices form an integral part of boards' antiracism and ethnocultural equity policies and practices" and further recognizes that "the workforce in the school board should reflect and be capable of understanding and responding to the experiences of Ontario's culturally and racially diverse population"; and
 - b. "...a high priority shall be assigned to broadening the curriculum to include diverse perspectives and to eliminating stereotyping."

15. The Ministry of Education continues to support the principles of PPM 119. The Ministry agrees that any review and reissue of PPM 119 will not reflect a weakened or reduced commitment to the principles of anti-racism and ethnocultural equity. Any reissue of PPM 119 will, at a minimum, direct school board to review their safe schools and discipline policies to ensure that they are consistent with the Youth Criminal Justice Act (YCJA), the Code and any amendments to the *Education Act*.
16. Any reissue of PPM 120 (School Board Policies on Violence Prevention in Schools) will also direct school boards to review their safe schools and discipline policies to ensure that they are consistent with the same legislation as that referred to in clause 15.
17. Any PPMs issued for the first time or reissued will direct boards to apply their policies in a manner consistent with the legislation set out in clause 15. This would also apply in the case of the Ministry reviewing and revising or reissuing its Provincial Model for a Local Police/School Board Protocol.

III Monitoring for Disproportionate Impact (Data Collection)

18. The Ministry will examine its data collection and analysis capacity in order to improve its understanding of student behaviour and the supports available to students.
19. The parties agree that data collection will only ever be undertaken in accordance with freedom of information and protection of privacy legislation, the OHRC's ***Guidelines for Collecting Data on Enumerated Grounds under the Code*** (September 2003), and other relevant legislation and that the data will only ever be used for legitimate purposes consistent with the Code, such as ameliorating disadvantage, removing systemic barriers, and promoting substantive equality for individuals and groups protected by the Code.
20. In response to the Commission's concerns, the Ministry made suspension and expulsion data available on its website for the first time this year. The data includes information for the years 2000-01, 2001-02, 2002-03, and 2003-04 and is also broken down by exceptionality. In addition to the data, the Ministry's website provides trend analysis.
21. The Ministry agrees to make suspension and expulsion data available (by Board) on its website on a regular basis.
22. The Ministry supports the efforts of school boards that are prepared to collect data on suspensions and expulsions for the purpose of determining the extent to which these forms of discipline may have an adverse impact on individuals protected under the Code. The Ministry will hire an independent, qualified researcher with expertise in the area of data collection and usage of data by race to work with these school boards to:
 - develop best practices and a common methodology to ensure that data is collected in accordance with the Commission's ***Guidelines for Collecting Data on Enumerated Grounds Under the Code***;
 - ensure that data collected will be anonymized and will comply with freedom of information and privacy protection legislation;
 - ensure that parents, students and relevant communities have been and can be involved in the formulation of the identified best practices; and
 - evaluate the data collection projects at regular intervals and report to the Ministry the benefits, risks and lessons learned from it.
23. The researcher will be required to report to the Ministry every six months starting from the date of being hired until completion of the contract. The Ministry will provide copies of the researcher's reports to the OHRC as part of its reporting requirements as set out in clause 52.
24. Upon completion of the research contract the Ministry agrees to re-examine its existing position on race-based data collection.

IV ALTERNATIVE PROGRAMMING AND SUPPORTS

25. The Ministry has introduced strategies and initiatives designed to improve student achievement and the graduation rate. The \$1.3 Billion three-phase Student Success strategy includes the introduction of legislation to keep students learning until graduation or until the age of 18; lighthouse and pilot projects and other supports for disengaged, struggling and underachieving youth who are facing significant challenges in completing their diploma

- requirements. Students who are already expelled will also benefit from these initiatives. All students will benefit from bullying prevention initiatives that promote a safe environment for learning.
26. The existing Strict Discipline Programs (SDPs) are pilot projects and are being reviewed and assessed for the effectiveness of their outcomes. The Ministry will study what elements of the projects result in positive outcomes for students who have attended them.
 27. The Ministry is committed to supporting and funding model projects in the 2006-07 school year that provide for alternative education programs for students who are expelled or who are on long term suspensions (i.e. more than five school days), or who are at risk of being suspended or expelled. These projects will focus on prevention, early identification, intervention and alternative programming. Priority in the selection of projects will be given to those that target the needs of racialized students and students with disabilities.
 28. As part of its policy analysis of the strict discipline programs, and possible development of alternative education programs, the Ministry agrees that, within 180 days of the signing of these Minutes of Settlement, the Ministry will request Cabinet approval for the development of a policy regarding alternative education programs to address:
 - a. the availability of alternative programming;
 - b. the availability of other supports for students who are suspended or expelled;
 - c. the imposition of limited expulsions;
 - d. the availability of alternative programming outside of major urban centres;
 - e. methods of monitoring the delivery and evaluating the success of alternative programming.

V CURRICULUM

29. The Ministry recognizes that students who are engaged and achieving are less likely to become involved in activities that lead to suspensions and expulsions.
 - 29.1 For greater clarity, a long-term suspension is any suspension of more than five school days.
30. The Ontario curriculum is designed to provide students with the knowledge and skills they will need to be successful when they leave school. The Ministry has revised 12 curriculum documents to include instructional strategies and resources that recognize and reflect the cultural diversity in the classroom and that suit individual strengths and needs critical to student success. For example, the Kindergarten Program (revised 2006) has specific direction for teachers regarding English Language Learners, Children with Special Education Needs and Antidiscrimination Education. In addition, the revised 2006 Business Studies, Grades 9 - 12, the revised 2006 Guidance and Career Education, Grades 9 - 12; the revised 2006 Mathematics, Grade 1-11; and, the revised 2006 Language, Grades 1 - 8 all have specific direction for teachers regarding English Language Learners, Planning Programs for Students with Special Education Needs and Antidiscrimination Education.
31. The Ministry
 - a. acknowledges the need to ensure educational institutions in Ontario adopt policies and practices to implement educational strategies and techniques that value diversity from within an anti-racism context. These must be consistent with PPM 119 and with the goals and objectives of the Ministry of Education (Literacy and Numeracy Secretariat).
 - b. Further to clause 30 of this agreement, the Ministry will invest in resources for teachers to inform them of strategies for the teaching of Black, aboriginal and other racialized students. Principals, guidance counsellors and teachers will be trained in anti-racism principles, consistent with the goals and objectives of PPM 119, in order to ensure student success in accordance with the abilities of the student.
 - c. The Ministry will highlight resources for teachers and guidance counsellors to help inform

strategies for the teaching of racialized students and students with disabilities, to ensure the success of those with historic or current disadvantage.

VI TRAINING AND STAFFING

32. Bullying is a pervasive problem and frequently a precursor to other types of violent behaviour. The government determined that because many of the difficulties that young people experience at school start with incidents of bullying, the creation of a safe and secure school environment must start with bullying prevention.
33. The Literacy and Numeracy Secretariat of the Ministry of Education was created to improve literacy and close the achievement gap between high and low performers. The Secretariat has identified nine strategies, of which #6 is *mobiliz[ing] the system to provide equity in student outcome. The Secretariat will...Commission professional organizations and faculties of education to provide targeted professional development to support improvement of selected groups that continue to struggle, such as Aboriginal students, students in ESL, and special education programs and boys.*
34. The Ministry funded the three Principals' Associations to develop and deliver training materials on Bullying Prevention for principals and vice-principals. These materials were developed with the assistance of the Ministry. The principals' training materials specifically address bullying and school climate in the context of racism, homophobia, and students with special needs. The principals' training materials were provided to the Commission for its information.
35. The Ontario government has a comprehensive strategy to address the barriers facing internationally trained individuals seeking access to professions and trades in Ontario. On June 8, 2006, the government introduced Bill 124, the *Fair Access to Regulated Professions Act* and the bill received Royal Assent on December 20, 2006. This legislation requires Ontario's regulated professions to make sure their admissions processes are fair, open and clear, so that internationally trained individuals can work in their field more quickly. The legislation will apply to the Ontario College of Teachers, which is the body responsible for the accreditation of teacher education programs and for the certification of teachers.
36. The Ministry adheres to the Equal Opportunity Operating Policy in all recruitment and learning activities to ensure accessibility and full participation in all aspects of employment. As an equal opportunity employer, the Ministry is dedicated to a fair and equitable hiring process and is committed to eliminating barriers to employment.
37. The Ministry supports the Ontario Public Service's Human Resources Plan (2005-08) in its goal of having a workforce that is representative of Ontario's population at all levels and follows:
 - o Employment Accommodation for People with Disabilities Operating Policy
 - o Equal Opportunity Operating Policy
 - o Workplace Discrimination and Harassment Prevention (WDHP) Policy.
38. The Ministry commits to communicating with the Ministry of Training, Colleges and Universities and the Ministry of Education/ education faculties' liaison committees to discuss the issues brought forward by the OHRC regarding their curricula and enrolment practices. In particular, the Ministry commits to proposing that post-secondary institutions that provide teacher training and certification actively promote, advertise and recruit teachers and teaching candidates from racialized communities and disabled persons and other under-represented groups of persons within Ontario.
39. The Ministry will be monitoring the delivery of Bullying Prevention training to principals and vice-principals.
40. Teachers will be provided with training on Bullying Prevention.
41. Principals, vice-principals and teachers will be provided with training on any amendments made to the *Education Act* and regulations related to safe schools.
42. Further,
 - a. Ministry will include anti-racism, anti-discrimination and cultural awareness training along with any training on amendments to the safe schools provisions of the *Education Act*,

regulations and policies.

b. Principals and vice-principals will be provided with training on how to apply discipline in a non-discriminatory manner. Specifically, training will be provided on anti-racism, cross-cultural differences and accommodating students with disabilities. The Ministry will also direct boards to ensure that trustees responsible for expulsion hearings/suspension appeals receive equivalent training.

43. The Ministry will be providing training to teachers and principals to improve decision making so that students have better access to programs and supports.

VII COMMUNICATION WITH PARENTS AND STUDENTS

44. The Ministry recognises the important role played by parents in the education of their children and the important contribution parental involvement makes to the school community. As part of the Safe Schools Review, the Safe Schools Action Team heard that there must be early and ongoing communication between all school staff and parents on student progress and behaviour; it also heard that schools must work more closely with parents, particularly in regard to disciplinary decisions made about their children.
45. The Action Team report notes that ongoing communication between all school staff and parents on student progress and behaviour is important; and that information must be shared by local schools and school boards with parents, students and the school community about the safe schools provisions of the *Education Act*, the Ontario Code of Conduct and related board and school policies, processes and appeals.
46. The Ministry has created a Parental Engagement Office to coordinate various measures to involve parents more fully in their children's education. This Office is planning to launch a list of annotated web-links to provide parents with access to parenting resources on topics including bullying prevention, safe schools, student behaviour and health.
47. The Ministry is committed to enhancing parental involvement and has developed tools to that end. For example, it has advised boards to create school-based safe schools teams that are to include parent representation. The Ministry has made School Climate Surveys available on its website. One survey is directed at parents and two are for students (one from grades 4-6, and one from grades 7-12). These surveys provide types and examples of bullying, including racial/ethnic bullying. The Ministry has also developed a Bullying Prevention Pamphlet for parents distributed to all schools and posted on the Ministry website in September 2006.
48. The Ministry is supporting Kids Help Phone which provides a safe reporting mechanism for students who bully or who are bullied and access to confidential counselling 24 hours a day, seven days a week. In addition, CyberCops is a software program educating students about internet safety and cyber-bullying which has been distributed to 3,100 schools for use by students.

VIII. SYMPOSIUM

49. Following the passage of any amendments to the safe schools provisions of the *Education Act*, the Ministry will hold a provincial Safe Schools Symposium and/or a series of regional meetings. The OHRC will be invited to participate in the Symposium and/or regional meetings.
50. The agenda could include any of: the Commissioner as a keynote speaker, a workshop hosted by the OHRC, a workshop hosted by police agencies, a best practices workshop on police relations, opportunities for school boards to share best practices, including communicating with parents about special education practices and procedures, a review of how to develop/implement police/school board protocols, etc.

IX. ADMINISTRATIVE ITEMS

51. The Ministry agrees to make this Agreement available to school boards.

52. The Ministry agrees to report back to the OHRC on its progress implementing this Agreement at the one year anniversary of the Agreement and at one year intervals thereafter until completed.

52.1 Forthwith following the one year anniversary of this Agreement, the parties agree to discuss a mutually agreeable end date for this Agreement.

53. The parties agree that in keeping with the OHRC's and the Ministry's public accountability and duty to serve the people of Ontario, as well as to promote understanding of human rights and responsibilities, each may issue a press release relating to the terms and conditions of the Minutes of Settlement after consultation/notification with the other party on timing and content.
54. These Minutes of Settlement are subject to the approval of the Commission under section 43 of the Human Rights Code and may be enforced under that section. The Commission may give the Ministry notice in writing that it is of the opinion that there has been an apparent breach by the Ministry of the terms of these Minutes of Settlement. The Ministry shall then have 90 days to communicate to the Commission in response and the parties agree to meet to attempt to resolve any disagreements that may arise therefrom.
55. It is understood and agreed that the execution of these Minutes of Settlement is without prejudice and without precedent and does not constitute an admission of liability on the part of Her Majesty the Queen in right of Ontario, or on the part of the Minister of Education or their officers, employees, servants or agents.
56. Pending final approval of this agreement by the Commission and the Minister of Education, both parties will conduct themselves in accordance with the provisions contained in this agreement.
57. In the event that either the Commissioners or the Minister do not approve this agreement, it shall be null and void.

**IN WITNESS WHEREOF THIS AGREEMENT HAS BEEN
EXECUTED BY THE PARTIES**

PARTIES		DATE
Ontario Human Rights Commission		
Her Majesty the Queen in Right of Ontario as Represented by the Minister of Education (I have authority to bind the respondent HMQ)		
Per: Ontario Human Rights Commission		

APPENDIX P

Dr. SCOT WORTLEY

Dr. Wortley has been a Professor at the Centre of Criminology, University of Toronto since 1996. In 2001 he was appointed the Justice and Law Domain Leader at the Centre of Excellence for Research on Immigration and Settlement (CERIS). He teaches both undergraduate and graduate courses including *Introduction to Criminology*, *Penology*, *Interpersonal Violence* and *Policing*. His current research projects include: 1) a study that is investigating the extent and nature of street gangs in Toronto; 2) a project that is exploring the relationship between immigration and crime using both official and unofficial sources of crime data; 3) a national survey that is examining patterns of crime and victimization in Jamaica; 4) a study that is examining the extent and impact of racial profiling in Ontario; 5) a general population survey of Toronto residents that is examining racial differences in perceptions of the criminal justice system; 7) a major survey of criminal offending and victimization among Toronto high school students and street youth; and 8) a study examining police use of force in Ontario. Professor Wortley has also been conducting research for the Ontario Government's Roots of Youth Violence Inquiry (chaired by the Honourable Roy McMurtry and Alvin Curling).

Professor Wortley has made numerous presentations at international conferences and has given talks to officials at all levels of government. He has also published in various academic journals including the *American Journal of Sociology*, *Law and Society Review*, the *Canadian Journal of Criminology*, the *Journal of Youth and Adolescence*, the *British Journal of Criminology*, *Criminal Justice*, the *Canadian Journal of Ethnic Studies*, *Sociological Perspectives* and the *Journal of Studies on Alcohol*. He has also recently published an edited volume on Crime and Criminal Justice in the Caribbean with researchers from the University of the West Indies.

Appendix A:

Terms of Reference for the School Community Safety Advisory Panel (June 5, 2007)

The independent Panel shall make findings and recommendations to the Director of the Toronto District School Board by July 16, 2007 with respect to:

The practices and procedures at C.W. Jefferys in the two years prior to May 23 2007 with regards to student supervision, student discipline and building security;

Factors influencing the ability of C.W. Jefferys in particular or the Toronto District School Board schools in general to maintain student order and discipline;

Improving practices in TDSB schools with regards to prevention, school supervision, discipline and security which will create a positive, safe and welcoming school environment.

The Panel will give current and past C.W. Jefferys students an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys employees (teachers, support staff and administration) an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys parents an opportunity to describe their experiences with the school.

The Panel may make such other enquiries and consultations it deems necessary to achieve its objects, including but not limited to:

Community agencies and advocacy groups and Trustees

School Board administration

Unions and employee groups

APPENDIX B

Particularization of Terms of Reference (July 6, 2007)



5050 Yonge Street, Toronto, Ontario M2N 5N8 • Tel: (416) 395-8201 • Fax: (416) 393-0889

GERRY CONNELLY

Director of Education

July 6, 2007

Julian N. Falconer, Chair
School Community Safety Advisory Panel (SCSAP)
3701 Chesswood Drive
Suite 326
Toronto, ON M3J 2P6

Dear Julian Falconer:

Concerns have been raised in the last several days about the possible vulnerability of female students who are members of racialized minorities, to acts of violence and exploitation.

As a result, I am writing to you in your capacity as the Chair of SCSAP to clarify the terms of reference of the Panel's review of school safety. It is essential that the Panel include in its review the particular risks to the safety of female visible minority students that may exist with our schools.

The circumstances of the last two weeks of operation of the review require that I provide the Panel with the following directive: the Panel, in making any finding of fact or in making recommendations, is not to make any determination of criminal or civil liability of any person.

I trust these clarifications are acceptable with the Panel. Should you have any questions, please do not hesitate to contact me directly.

Yours truly,

A handwritten signature in cursive script that reads 'Gerry Connelly'.

Gerry Connelly
Director of Education

APPENDIX C PEOPLE AND ORGANIZATIONS CONSULTED ¹

June 14, 15, 19, 20, 21, 22, 25, 26, 27, 28, 29 2007

Consultations with Students, Teachers and Staff at C.W. Jefferys C.I.

- 41 Students
- 30 Staff and Students

July 4, 2007

- Teacher, C.W. Jefferys C.I.

July 5, 2007

- Staff Member, C.W. Jefferys C.I.

July 6, 2007

- Youth consultation -Black Creek Community Health Centre

July 9, 2007

- Staff Member from C.W. Jefferys C.I.
- Stephnie Payne (TDSB Trustee)

July 10, 2007

- Zanana Akande
- Youth consultation - Black Creek Community Health Centre
- Custodial Staff, C.W. Jefferys C.I.

July 12, 2007

- Penny Mustin (Executive Officer – Employee Services,TDSB)
- Grant Bowers (In-house Counsel, TDSB)

July 13, 2007

Community Dialogue with representatives from the following organizations:

- Belka Enrichment Centre
- Black Creek Community Health Centre
- Chesswood Employment Resources Centre
- Community Development Officers, City of Toronto
- Conflict Mediation Services of Downsview
- Community and Legal Aid Services Program (CLASP), York University
- Delta Family Resource Centre
- Driftwood Community Centre
- Jamaican Canadian Association
- Jane/Finch Community and Family Centre

¹ Where confidentiality has been requested, individual names have not been provided.

- Jane Finch Community Legal Services
- PEACH (Promoting Economic Action and Community Health)
- San Romanoway Revitalization Association
- Substance Abuse Program for African Canadian/Caribbean Youth, CAMH
- Youth Connect, Griffin Centre
- Youth Issues, JVS Toronto
- Youth Without Shelter

July 16, 2007

- Charles Roach (lawyer) and Black Action Defence Committee

July 17, 2007

- Meeting with Parents at San Romanoway Revitalization Association
- Meeting with Youth at San Romanoway Revitalization Association

July 18, 2007

- Retired Teacher
- Parent
- Staff Member from C.W. Jefferys C.I.

July 19 2007

- Barbara Hall (Chief Commissioner) and staff team - Ontario Human Rights Commission

July 23, 2007

- Lisa Vincent (President, Ontario Principals' Council)
- Mike Benson (Executive Director, Ontario Principals' Council)

July 24, 2007

- Howard Goodman (TDSB Trustee)
- Stephnie Payne (TDSB Trustee)

July 25, 2007

- The Ashanti Room Supporters of Equity for Charis Newton-Thompson and Safety for all in Schools

July 26, 2007

- Cathy Dandy (TDSB Trustee)
- James Pasternak (TDSB Trustee)
- Verna Lister (Superintendent, TDSB)

July 27, 2007

- Sheila Cary-Meagher (TDSB Trustee)

July 30, 2007

- Scott Harrison (TDSB Trustee)
- Bruce Davis (TDSB Trustee)

July 31, 2007

- Toronto Police Chief William Blair
- Youth consultation – Jane/Finch Community and Family Centre -The Spot
- Chris Bolton (TDSB Trustee, Vice-Chair)
- Mari Rutka (TDSB Trustee)

August 1, 2007

- Khalid Mouammar (Canadian Arab Federation, President.)
- Eman Ahmed (Canadian Council of Muslim Women, Project Coordinator)
- Saira Zuberi (South Asian Legal Clinic)
- Deepa Mattoo (South Asian Legal Clinic, Coordinator of Pro Bono Legal)
- Suad Aimand (Somali Parents for Education)

August 2, 2007

- Parent
- Family
- Soo Wong (TDSB Trustee)
- Parents' group at PEACH

August 3, 2007

- Grant Bowers (TDSB)
- Nadia Bello (TDSB Trustee)

August 7, 2007

- Parent

August 8, 2007

- Barbara Hall (Chief Commissioner, Ontario Human Rights Commission)

August 9, 2007

- Karl Sprogis, Toronto School Administrators Association (TSAA)
- Ami Trufler (TSAA)
- Don Stuart (TSAA)
- Suzan E. Fraser, lawyer
- Canadian Training Institute – Breaking the Cycle
- Community and Legal Aid Services Programme (CLASP), York University
- Pro Bono Law Ontario
- Justice for Children and Youth
- St. Stephen's Community House

August 10-11, 2007

Public Consultations at C.W. Jefferys (17 deputations on Friday, 16 on Saturday):

- 9 presenters from social service/advocacy groups (e.g., Justice for Children and Youth, PEACH, Friends in Trouble, Parents of Black Children, Metropolitan Action Committee on Violence Against Women and Children, Sexual Assault Steering Committee, Toronto)
- Stephnie Payne (TDSB Trustees)
- Sheila Cary-Meagher (TDSB Trustee)
- Nadia Bello (TDSB Trustee)
- Olivia Chow (MP)
- Gabriel Fowodu, Vice-President, Parents' Council (C.W. Jefferys)
- Chief Commissioner of the Ontario Human Rights Commission, Barbara Hall
- 4 Youth
- 5 Parents
- 2 Parents/Members of Tenants' Councils
- Parent/School Council Co-Chair
- Retired Teacher
- Guidance Counsellor
- School Settlement Worker
- NDP Candidate York West/Parent
- Elizabeth Buchanan (Friend of Jordan Manners' Family)
- Roger Rowe (lawyer/parent/advocate)

August 14, 2007

- Toronto City Councillor Joe Mihevic
- Staff Superintendent Mike Federico and
Staff Superintendent Jim Sloly (Toronto Police Service)

August 15, 2007

- Stan Gordon (former Vice-Principal at C.W. Jefferys C.I., 2004-2007)
- Teacher from C.W. Jefferys C.I.
- Gerry Connelly (TDSB Director of Education)

August 16, 2007

- Barbara Thompson (Black Youth Helpline)
- Coalition of African Canadian Organization, with representatives from:
 - African Canadian Heritage Association
 - Canadian Organization of Black Lawyers
 - Canadian Race Relations Foundation
 - Global African Congress
 - Jamaican Canadian Association
 - Kenyan Community in Ontario
 - National African Canadian Umbrella Organizing Committee
 - Organization of Parents of Black Children
 - United Achievers

August 18, 2007

- Breakfast of Champions/Summer Celebration (Youth Association for Academics, Athletics and Character Education)

August 21, 2007

- Marcia Powers-Dunlop (Chief Social Worker, TDSB)
- Dave Johnston (Chief Social Worker, TDSB)
- Doretta Wilson (Executive Director of the Society for Quality Education)
- Retired Teacher

August 22, 2007

- PEACH Celebration
- Mike Hill (Safe Schools Administrator, TDSB)
- Toronto Supervisors Officers Association (TSAO)

August 23, 2007

- Teacher, C.W. Jefferys C.I.
- Anne Kojima (former Principal at C.W. Jefferys C.I.)
- Charis Newton-Thompson (former Principal at C.W. Jefferys, 2006-2007)
- Sheila Ward (Chair of Trustees, TDSB)

August 24, 2007

- Staff Superintendent Peter Sloly and
Staff Superintendent Mike Federico (Toronto Police Service)

August 27, 2007

- Staff Member, C.W. Jefferys C.I.
- Charis Newton-Thompson (former Principal at C.W. Jefferys, 2006-2007)

August 30, 2007

- Representatives of the Community and Legal Aid Services Programme (CLASP),
Osgoode Hall Law School, York University.

September 4 - 5, 2007

- Various TDSB Trustees

September 6, 2007

- TDSB Trustee and a TDSB High School Principal
- The Sexual Assault Steering Committee (includes members from the community, the Toronto Police Service and the Toronto Police Services Board)

September 10, 2007

- Professor Shelley A.M. Gavigan, Professor Janet Mosher and Professor Carl James in respect of project, "Youth in Focus, Friends in Trouble: Justice and Access to Justice for Low Income and 'Marginalized' Youth"
- Safe and Caring Schools Work Group, TDSB

September 12, 2007

- Members of the Metropolitan Action Committee on Violence Against Women and Children (METRAC)

September 19, 2007

- Donna Quan, (System Superintendent - Safe Schools, TDSB)
- Doug Jolliffe (President, OSSTF - District 12) and Leslie Wolfe (Vice President and Chief Negotiator, OSSTF - District 12)

September 24, 2007

- Dr. Alok Mukherjee, (Chair, Toronto Police Services Board)

September 26, 2007

- Student

September 27, 2007

- Mona Rozenblum and Janis Jaffe-White (Parent Coalition for Safe Schools)
- Reva Schafer and Janis Jaffe-White (Toronto Family Network)
- John Weatherup (President, CUPE Local 4400) and Dave Smith (Vice-President CUPE Local 4400, Unit D)
- Parent

October 1, 2007

- Cathy McCulloch (Chair of the Parent Council of a local high school)
- Donna Quan (System Superintendent - Safe Schools, TDSB)

October 2, 2007

- TDSB teachers.

October 3, 2007

- Dr. Vic Meen (Clinical Director, Kinark Child and Youth Mental Health Services)

October 5, 2007

- Representatives of Respect in Action (ReAct)

October 9, 2007

- Omaida Ali (Child and Youth Counselor, Safe Schools - SPES West, TDSB)
- Detective Peter Duncan (31 Division Toronto Police Service)

October 11, 2007

- Charis Newton-Thompson (Former Principal of C.W. Jefferys C.I.)

October 17, 2007

- School-based settlement workers from Toronto

October 23, 2007

- Task Force Co-ordinators on the Model Schools for Inner City
- Focus group of youth - St. Stephen's Community House

October 25, 2007

- NW2 Principals and Vice-Principals
- Youth from the "Breaking the Cycle" program
- Ontario Deputy Minister of Education

October 29, 2007

- Focus group with Youth

October 31, 2007

- Retired TDSB teacher

November 1, 2007

- Donna Quan (System Superintendent - Safe Schools, TDSB)

November 2, 2007

- Big Brothers and Big Sisters of Canada, Ontario Region

November 5, 2007

- Peer Educator, ReAct Program
- Barbara Hall (Chief Commissioner of Ontario Human Rights Commission)
- Jeff Kugler (Executive Director, Centre for Urban Schooling, OISE)

November 6, 2007

- Deputy Chief Derry, Toronto Police Service
- Toronto Mayor David Miller

November 7, 2007

- TDSB Equity Policy Advisory Committee

November 9, 2007

- Consultations at Westview Centennial S.S.

November 12, 2007

- Staff members at Westview Centennial S.S.

November 13, 2007

- Staff members at Westview Centennial S.S.
- Youth group, Culture Link

November 14, 2007

- Staff members at Westview Centennial S.S.

November 15, 2007

- Staff members at Westview Centennial S.S.

November 16, 2007

- Students at Westview Centennial S.S.

November 19, 2007

- Deputy Chief Derry (Toronto Police Service)
- Students at Westview Centennial S.S.

November 20, 2007

- Verna Lister (TDSB Superintendent for NW2).
- Representatives from the criminal justice system

November 21, 2007

- Joint Symposium by the Panel and the Ontario Human Rights Commission
re: the barriers to implementing school safety recommendations.

November 22, 2007-

- Administrators and teachers at Brookview Middle School
- Parents' Council of Westview Centennial S.S.

November 26, 2007

- Teachers and students at Westview Centennial S.S.
- David Rowan (Associate Director of Education, TDSB)

November 27, 2007

- Professional Student Services Personnel, OSSTF

November 28, 2007

- Dr. Kathleen Gallagher (Professor at OISE)

November 29, 2007

- Students from the Support Program for Expelled Students (SPES)
- Staff and an administrator - SPES

November 30, 2007-

- Lloyd McKell (Executive Officer – Student & Community Equity) and TDSB Equity staff
- Representatives from the Ontario Public School Boards' Association
- David Rowan (Associate Director of Education, TDSB)

December 3, 2007-

- Students from Westview Centennial S.S.
- Stu Auty (President, Canadian Safe Schools Council)
- Dr. Rosemary Gartner (University of Toronto)

December 4, 2007

- Teachers from Emery Collegiate Institute
- Administrator from Westview Centennial S.S.

December 5, 2007

- Teachers from Emery Collegiate Institute

December 6, 2007

Gerry Connelly (Director of Education, TDSB)

December 7, 2007

- TDSB Trustees

December 10, 2007

- Gerry Connelly (Director of Education, TDSB) and Deputy Chief Derry (Toronto Police Service)
- Penny Maidens, Executive Superintendent School Services
- Teachers from Emery Collegiate Institute
- Staff Superintendent Mike Federico and other officers (Toronto Police Service)

December 11, 2007

- Gillian Mason (Vice-President, Strategic Initiatives & Community Partnerships), Susan MacDonnell (Director of Research), Cathy Gallagher (Director of Public Policy) - United Way of Greater Toronto and Pamela Grant (Executive Director, Youth Challenge Fund)
- Jill Worthy and Rauda Dickinson (Toronto Supervisory Officers Association)

December 11, 2007

- Karen Grose (System Superintendent - Programs, TDSB) and staff team
- Penny Maidens (Executive Superintendent – School Services, TDSB)
- Representatives from the criminal justice system

December 12, 2007

- Two TDSB Vice-Principals
- Administrators from C.W. Jefferys C.I.
- Karen Grose (System Superintendent – Programs, TDSB)

December 13, 2007

- Ontario Human Rights Commission

December 14, 2007

- Wayne Kodje (Principal, First Nations School of Toronto) and
Lloyd McKell (Executive Officer – Student & Community Equity, TDSB)

December 17, 2007

- Parents (First Nations School of Toronto)

December 18, 2007

- Wayne Kodje (Principal, First Nations School of Toronto) and representatives of
Aboriginal Legal Services.

Summary of Table of Violent Incidents

Preamble to Table of Violent Incidents:

The attached Table of Violent Incidents identifies 177 incidents of violence that have been reported in schools across the city. The incidents were chosen from a larger pool of incidents in order to classify according to gun incidents (firearms, replicas, pellet guns or reports of guns), weapons incidents (knives or tasers), robberies and sexual assaults. The non-mandatory nature of the reporting requirements as well as the extremely inconsistent reporting record from one quadrant to another, supports the view that these numbers significantly understate the prevalence of violent crime amongst youth.

The table allows for comparison between those incidents reported in Northwest 2 (five) in contrast to those incidents reported in all other quadrants in the City (172). The table represents a collation of data obtained from a review of TDSB Weekly Incident Reports covering the period of January 13, 2006 to and including November 30, 2007 and a review of the Board Crisis Reports covering the period of September 26, 2006 to and including December 6, 2007.

The totals of the above numbers are broken down below and the incidents are qualitatively described in the pages that follow:

Category	On School Property	Off School Property	NW2
Gun Incidents – actual/replicas/pellet/reported	54	26	3
Weapons Incidents – knives and tasers only - Could be in possession/threatening	30	5	0
Robberies	10	5	0
Sexual Assaults	31	16	2

APPENDIX D

Table of Violent Incidents

Date	Quadrant	Description of Incident
January 2006	NE	A secondary school student was robbed by another student at knifepoint . This took place off of school property at a mall. The incident was reported to the police. The student was excluded pending investigation.
	NE	A group of students met students from a secondary school at a plaza. An altercation ensued with one of the boys holding a knife to a girl's throat . One of three youth was charged.
	NE	A sexual assault took place prior to the Christmas break. A secondary school student turned himself in to police and was charged with two counts of sexual assault that allegedly took place on school property.
	NW2	At lunchtime, following a verbal dispute between two secondary school students, one of the students reported to the VP that the other showed him a gun. The gun was tucked in the waist of his pants . The police were notified immediately. The school went into a lockdown mode.
	SE	Resulting from an assault incident after school off school property in December 2005, two TDSB students were charged with a number of criminal offences including possession of an imitation firearm . One student is from an elementary/middle school, while the other student is from a secondary school. Due to court release conditions the elementary/middle school student will be unable to return to the school and will be placed in an alternative school.
	SE	A secondary school student went to an elementary/middle school and met with a student from the school. When the secondary student approached he produced a handgun . The elementary/middle school student was told to get on his knees and did so. The elementary/middle school student did not [tell] anyone about the incident. A teacher overheard a conversation in the lunchroom the next day. The principal investigated and police were contacted. The event was investigated and police charged the student. The weapon was a pellet gun.

Date	Quadrant	Description of Incident
	SE	A secondary school male student was told by a female student of the same school that she wanted to be left alone. He hit her on her buttocks. While in computer class, the male student grabbed her between her legs. The Vice-Principal interviewed the girl when she disclosed the sexual harassment and sexual assault . The police were contacted and an investigation was commenced.
	NE	A secondary school student was arrested for sexually assaulting a female student on school property. A meeting was held with Safe Schools, the Vice-Principal and the student with a parent at a neutral site. This meeting was to allow the suspected student to detail any involvement in the allegation. The student did not attend and his father advised that his son's lawyer had instructed his son not to say anything to school staff. The administration is concluding their investigation and will be expelling the student.
	NE	A secondary school administration is investigating a report from a student that he was robbed at gunpoint by another student at a mall across from the school. The police arrested an active student and a previously demitted student and charged them with robbery and numerous weapons offences. The police seized weapons in the form of a BB gun and a knife from the active student. The active student is presently before the courts and the police are requesting that he not be released until the trial is held.
	NW2	Two secondary school students were arrested for gun possession and are in custody.
February 2006	NE	An elementary/middle school student disclosed to her teacher that three male students forced her to perform oral sex on them. The teacher informed the Principal and the Vice-Principal. The police found that there was not enough evidence to charge the male students. The police attended the following day and cautioned the three male students for their involvement in the allegation of sexual assault . The final investigation revealed that one male student received oral sex from this female on one occasion after school off of school property. The other two boys were present during the act.

Date	Quadrant	Description of Incident
	SE	A secondary school female student accused a male student of sexual assault while they were in class together. Charges were laid and the student was suspended for twenty days pending possible expulsion and was not to return to the school. It was later reported that the principal will be going forward with LTD Expulsion.
	NW	A secondary school female student came to the office and reported that while she was in the women's washroom she overheard a male voice in the hall telling a companion that he had a new gun in his bag . The police and safe schools were informed. Police were called and released the school from lockdown at before noon.
	NW	An elementary/middle school student was hit on the right leg behind the knee by a pellet gun .
	NE	An elementary/middle school female student disclosed to the Vice-Principal that a male student sexually assaulted her . This occurred after school hours and off of school property. The victim and her parents do not want the matter reported because they fear that the suspected student is violent and has ties to a street gang. TDSB will be contacting the appropriate agencies, in accordance with the TDSB policy on sexual abuse reports.
	NE	An elementary/middle school female student reported to the Vice-Principal that a male student grabbed her bum on numerous occasions in school . The police and social work co-ordinator were notified. The parent of the female student has kept her at home pending the investigation. Some interventions/support system has been put in place.
	NE	The administration from a secondary school were doing locker inventory. A particular locker was declared abandoned and the lock was removed. The Vice-Principal located a student's cell phone, books and a taser gun in the locker.

Date	Quadrant	Description of Incident
	SE	A secondary school male student was robbed of two hundred dollars and advised the hall monitor of it. The hall monitor while on a routine patrol saw the suspected student and asked him. The student gave the hall monitor the money back. The student told the principal that he is going home and not coming back.
	SE	A secondary school female student reported to her teacher that over the weekend she was a guest at a party. All of the girls left her at the party. She was there alone with a group of adults all male. She alleged that they all attached her and took turns sexually assaulting her . She displayed bruising to the teacher. The Vice-Principal invited the female to speak to social worker and if she does not want to disclose details to the police then the school would have to respect that and support her with social work and proper counselling.
	SW	A secondary school student was in laneway behind the school, passing a rifle back and forth with another student. Shots were fired into a window at the back of a house.
	SE	A secondary school male student was reported to have a gun in the washroom . The police investigated the suspect and no charges were laid.
	SE	A sexual assault and robbery occurred off of school property. A secondary school male student was arrested in relation to this incident. Three other males not students have also been charged.
	NE	A secondary school student was found with a taser gun and automobile master keys in his locker. The police were notified. The student was arrested and taken to the station. The youth was charged with possession of a prohibited weapon and possession of burglar tools. This student was placed on police release conditions.
	NE	An elementary/middle school high-risk student was found in possession of a knife . The Principal is investigating if the knife was brought to school to be used as a weapon.

Date	Quadrant	Description of Incident
	NE	An elementary/middle school student brought a replica firearm to school. This student gave the gun to another student who threatened and assaulted a student. The police arrested and charged the student who threatened with the replica firearm. The police cautioned the student who brought the weapon to school.
	NE	Two secondary school students were arrested for robbing other students on school property. The police charged both students with robbery and held them in custody. When released the students will be placed on conditions not be at the secondary school. The police returned to the school the same day and arrested four more students for being involved in the robberies.
	NE	Two secondary school female students were in conflict over a boy at the school. One female brought a knife to school and used it to threaten the other female. The police investigated and cautioned the female with the knife. The school issued a twenty-day suspension.
	NE	The police arrested two former male students of a secondary school. One was charged with possession of a 32-caliber handgun and a quantity of drugs and drug paraphernalia. The other was charged with possession of drugs for the purpose of trafficking. The two were together at the time of the arrests.
	SE	Two elementary/middle school female students reported that they had been sexually assaulted by a male student in or at the school. The incident was reported to the police and CAS who are investigating. The suspect student has been denied access to the school pending the results of the police and school investigations.
March 2006	SE	An elementary/middle school female student alleged that she was assaulted physically and sexually by a male student. The male student was charged with assault, sexual assault and threatening bodily harm. The conditions of release from police custody included that the male student not be within 100 metres of the school.

Date	Quadrant	Description of Incident
	NE	A secondary school student was found trafficking marihuana on school property. This student was a SST student from another secondary school in 2003. He was limited expelled at that time for bringing a pellet gun to school and discharging pellets. With respect to the trafficking of marihuana the student was charged and placed on conditions not to be at the school.
	NE	There was a recent shooting that took place at a park adjacent to the secondary school. The shooting occurred after school dismissal time. A former student was shot in the stomach . This student is registered at another secondary school. The school went into lockdown. The police lifted the lockdown before the dinner hour. A week later, the police charged a student for weapons offences in relation to the shooting near the school. This student was not the shooter but a friend of the student who was shot.
	SW	An elementary/middle school went into lockdown as gunshots where heard in the community . The lockdown was lifted and there were no problems on school property. All students were safe.
	NE	Five students from two elementary/middle schools were arrested and charged for robbing a student from a secondary school. This took place in a park after school hours. The victim was robbed of money and was threatened with a bat. All students were charged with robbery and released with bail conditions.
April 2006	SE	An elementary/middle school student was found to be in possession of a B.B. gun in the school . The student was charged with carrying a concealed weapon.
	NE	A bus driver called an elementary/middle school and indicated that a student on her route had told her that a specific student at the school had brought a gun to school to use in a fight. Police interviewed the student involved and searched both the student and their locker. No weapons were found.

Date	Quadrant	Description of Incident
	NW2	Three female students at an elementary/middle school disclosed that they were victims of sexual abuse by a male student at the school. The police and social worker were notified and the boy was kept at home.
	NE	Five secondary school students robbed another student of his MP3 player. This took place at the back of the school. The victim was searched for money but only had twenty-five cents in his wallet. The suspects also took the money. All five students were arrested and charged with robbery.
	NE	A supply teacher at a secondary school observed three male teens outside the school building looking into a classroom window. One of the teens was in possession of a black handgun . This person then pointed the gun at the wall and discharged the weapon. The three then fled the scene. The office was notified and the school went into lockdown and the police were notified. The police recovered an air pistol from one of the arrested youths. All three arrested teens are active students at the school.
	SE	An elementary/middle school student was arrested in connection with a sexual assault . The sexual assault occurred off of school property. The incident involved two elementary/middle school female students and a male student from another elementary/middle school. Charges were laid.
	NW	A hall monitor of a secondary school informed the office that there might be a student in the school who had a gun . A pellet gun was found in the possession of the student and a knife was recovered in his locker. He had been using the gun to threaten another student. The police arrested him.
May 2006	SE	An elementary/middle school male student allegedly threatened another student with a knife . The incident was reported to the school and police are investigating.

Date	Quadrant	Description of Incident
	SE	Two secondary school male students that attend the same school were having a sleep over. While one of the males was sleeping the other male sexually assaulted him. One of the male students was charged with sexual assault and has been placed on conditions not to attend at the school.
	SE	A secondary school female student reported to police that during the weekend she was visiting a friend's place. His parents were home and she went to the basement with him. While in the basement he sexually assaulted her . She reported this to the police but never returned to school. The male student has been charged and can no longer remain at the school.
	NE	A secondary school student reported to the office that he was assaulted and threatened with a gun by another student. The police and safe schools were contacted. The suspected student was located by police and arrested.
	NW	A secondary school male student and two intruders came to the school looking for another student. Indications from the students were that one of the parties had a gun .
	SW	CAS to place elementary/middle school student at the school. Sexual assault charges pending against student. Risk assessment meeting pending.
	NE	An elementary/middle school male student was found with a knife at school. He has had a long history of concerns and issues in the school. The knife was approximately 6 to 7 inches in length including the handle . Upon investigation it became apparent that it was not brought to school or used as a weapon at school. The police confiscated the knife. The student was suspended.

Date	Quadrant	Description of Incident
	NE	An elementary/middle school male student was found with a gun at school (plastic but looked real). He kept pretending to shoot at the Vice-Principal. The police were called to investigate.
	SE	An elementary/middle school female student reported that she was followed into the washroom by another male student. Once inside the washroom he put his arms around her and began to touch her inappropriately inside her shirt . The police are investigating.
	NW	Three secondary school students were attacked by a masked group of youths, who had jumped out of a vehicle. The students were hit with bats, brass knuckles and crowbars. A replica handgun was also located at the scene.
	SE	Two elementary/middle school female students had gotten into a fight on the second floor of the school during the day. During this fight one of the students produced a paring knife. The teachers stopped the fight and police were contacted. Charges were laid against the student with the knife .
June 2006	SW	Information received from 680 News that an unknown person called the radio station stating there was a gun at a secondary school. No gun was found.
	NW	The principal of a secondary school advised Safe Schools Northwest that one of the students was being arrested and charged with numerous offences related to an assault. A firearm and a knife were involved .
	NE	An elementary/middle school student was involved in a sexual assault incident. This happened in the front hall of a secondary school when he dragged his hand across the girl's breast . Charges are pending.
	SE	A secondary school female student was walking to school when she was grabbed by a male and sexually assaulted . After the assault she went to the school and reported this to the Vice-Principal. A social worker is providing support for the victim student. Police arrested and charged the suspect with sexual assault. The suspect is not a student and lived in the area.

Date	Quadrant	Description of Incident
	SW	A disclosure was made of sexual assault on an elementary/middle school student. The assault took place 12 months ago.
	NW	Humber River Regional Hospital – Church Site notified a secondary school of an incident that occurred between two male students. The perpetrator allegedly pistol-whipped and shot the victim with a BB gun . The victim has sustained multiple injuries including a fractured skull. The perpetrator has been charged. The victim requires facial surgery.
	NE	A secondary school student was shot while riding his bike on his street last evening. His older brother was also shot. The victims are at Sunnybrook Hospital. This was a community event and did not involve the school.
July 2006	SE	A secondary school student was arrested for being in possession of a sawed off shotgun . The student was in the lobby of building when he had an argument with another male. During the argument he produced a sawed off shot gun and threatened to shoot the other male. Police requested that the principal be made aware of the case for safety reasons in the new school year.
September 2006	SW	A secondary school student was found with a knife outside the school. The student was arrested by police.
	SE	Two secondary school students had skipped class and went to the wooded area next to the school and decided to smoke up. Two undercover police officers observed this and approached both students. They were arrested and upon search police found one to have 32 grams of marijuana, \$165 cash, a knife and a pellet gun in his backpack . The other student was in possession of two joints.
	SE	Two male students at a secondary school approached a third in the hallway. One produced a knife and demanded some cash. The third person refused and took off. The students were taken into custody and charged with robbery .
	SW	A secondary school student reported to this teacher that he had been threatened by three youths, one with a knife . Police attended and apprehended all three outside the school. One was a former student of the school. There were three arrests and no injuries.

Date	Quadrant	Description of Incident
	NW	A student of a secondary school was walking down the hall with other students when he produced a gun (later found out to be a lighter/laser). As he approached the school's hall monitor he pointed it at his chest area. The monitor reacted and took it away from him. The parent was informed and met with the administration. The police were contacted and there is a possibility of an arrest to follow. The superintendent and safe schools were contacted and informed.
	NW	A secondary school student reported to the Vice-Principal that another student had been robbed at gunpoint in the main hall washroom . He witnessed two boys dressed in black come out of the washroom carrying stuff (one article was a pair of new Nike shoes), also looked like a gun was at their side. They left through the south exit of the building. Moments later another student came out slowly head covered and left the opposite way. It was reported to police who had happened to have arrived on a routine community visit. The superintendent and safe schools were contacted and informed.
	SW	A secondary school student was charged with sexual assault of another student. It may involve more students. Police are investigating.
	SW	A secondary school student tried to rob another student of his shirt with a replica handgun . The student was charged with possession.
	NW	An elementary/middle school female student reported to the school principal that she had been victim of sexual assault over the past two weeks. The police attended and took the male student to the police station.
	NW2	There was a sexual assault involving a student from a secondary school that occurred off of school property at an overnight field trip. Police have arrested the perpetrator.

Date	Quadrant	Description of Incident
	NW	A secondary school student was involved in an incident during the lunch hour on school property. The student had a knife held in his shirt sleeve and held it out toward another student . The victim's hand was cut and he left school property and went to an uncle's house. The victim called the police and they took a statement from the victim who identified a student as the offender. The victim did not require medical attention and remained with his uncle. Police officers arrived at the school, explained what had happened and arrested the student and removed him from the school without incident. No knife was found on the student.
	SE	An elementary/middle school night caretaker reported to police that he was approached by a man with what he thought was a handgun . No handgun was found.
	NE	A secondary school male teacher entered the staff washroom and observed two students engaged in a sex act. Both students were taken to the office. The administration then contacted the police and safe schools. The police investigated and determined that the sex act was consensual. Given the age of the female student, criminal charges were laid against the male student. He was charged with invitation to sexual touching and held in custody for a bail hearing. The school will discipline the female student.
October 2006	SE	An elementary/middle school student informed the principal that he had been threatened by three others. One was in possession of a pellet gun . Police were contacted and attended at the school. There was a gesture made by one of the boys but no weapon. No charges were laid. The school will consequence all involved.
	NW	In the early part of the afternoon there was an incident at a secondary school in the north east staff parking lot resulting in two individuals (one student, one non-student) receiving gunshot wounds to the legs . The school was under lockdown.

Date	Quadrant	Description of Incident
	NW	Three males (not students of the secondary school) walked into the school and were asked to leave by the safe school monitor. At that point one of the males lifted his shirt and showed the hall monitor a large knife . The three males left the school. It is believed they were looking for two students from the school. The police were called and two of the three males were apprehended.
	SE	A secondary school student was involved in a fight in a driveway by the school. The principal responded. One student produced a taser gun and was threatening students. No student was injured with the taser. The student was arrested and charged with possession of a restricted weapon.
	NE	Two students of a secondary school were leaving the school at lunchtime in their vehicle. An unknown person smashed out the back window of their vehicle. Staff members heard the loud noise and believed shots were being fired at the vehicle . The police were called and uniformed officers attended. Members of two rival gangs were identified and the police are gathering information for charges. This was not a school-related event.
	NE	A former elementary/middle school student was shot and killed in an apartment building close to the school. Several students and staff knew this student and are very upset. The principal contacted safe schools.
	SE	A female from a secondary school was causing a disturbance in a class. The EA asked her several times to settle down but she refused to do so. The EA removed her from math class. When in the hall the student told the EA that if she continued to bother her she would slice her throat. Based on this the principal commenced an investigation. Police were contacted and arrested this student for threatening death . Upon searching the student police found she was in possession of a Swiss Style Army Knife .
	SE	An unknown male fired a gun off near an elementary/middle school . The school was placed into lockdown and safe schools attended. A suspect was arrested in an adjoining apartment.

Date	Quadrant	Description of Incident
	NE	Two students from a secondary school were involved in the robbery of another student at school . One of the student's was in possession of a knife. The school suspended the students and has imposed a limited expulsion on the two students. Students will be SST.
	SW	A student at an elementary/middle school threatened classmates, saying he had a knife and was going to stab them. A knife was found.
	SW	A parent saw what he believed to be a handgun fall from the belt of a student from an elementary/middle school. The student was charged with possession of a replica gun.
	NW	An elementary/middle school student brought a knife to school and threatened another student with it . He gave the knife to another student and when asked about the knife, denied having it. Upon further investigation, he in fact did bring a knife that he obtained from someone else. The police were called.
	NW2	In the early part of the afternoon three students from an elementary/middle school, reported that there was a middle aged gentleman that pointed a gun at them . They ran away, told a teacher and reported it to the office. All students were brought inside the school and police were called. The school went into lockdown.
November 2006	NW	Approximately ten students from an elementary/middle school attended another elementary/middle school looking for one particular student. At least one of these students was wearing a blue bandana over his face. Some students reported that they saw intruders with knives . Apparently this same group of intruders came by the school two days earlier at the same time of day. The students were chased off of the school property by the Vice-Principal and a teacher. The police were notified and statements were taken.

Date	Quadrant	Description of Incident
	SE	A fight started at a secondary school during the lunch hour. There were three students on the football field of the school. A fight started and after one of the students was assaulted numerous times the he left. He returned with a friend and met up with the guy who punched him out. The friend asked him if he had a problem with one of the boys. He then pulled out a handgun and pointed it at the student . The student then put his hands up in the air and told the guy to go ahead and shoot. He did fire off two shots. The student kept his hands in the air and said to the shooter what you can't hit me. A chase began. The school was locked down for a couple of hours while the police set up a perimeter. Police are continuing to investigate.
	SW	A secondary school student threatened another student with a knife at lunch . Police have laid charges. The student cannot return to the school. Limited expulsion will be imposed.
	SE	Two secondary school students were in the boys' change room getting ready for gym class. One of the students placed a knife on the shoulder of the other . The other student looked at the knife and asked what he was going to do. The reply was "what would you do if I stabbed you". There was a short conversation; he then asked what he would do if he robbed him. The student said call police. The subject student continued to hold the knife on his shoulder and the victim finally pushed him away and left the room. The police arrived and arrested the subject student.
	NE	Two secondary school students were being investigated by police for sexually assaulting another student . Police have completed their investigation and at the request of the victim they are not laying charges.
	NE	A male adult was shot and killed in a house close to an elementary/middle school. There is a heavy police presence in the area. The deceased is the uncle of a student at the school .

Date	Quadrant	Description of Incident
	SE	Two female students from an elementary/middle school alleged that a male person in a ravine by the school sexually assaulted them at lunchtime. Police were called and did lay criminal charges against one adult male. Previous warnings had been sent home with the students regarding visiting the ravine before, during and after school hours.
	SE	An elementary/middle school student reported that he had been approached by other students and offered a loan of a gun for money.
	NW	Three calls were received in one day at this secondary school advising that there was a gun in the school. Police and safe schools were notified. The call was traced to a telephone number of a residence. The calls were believed to be only crank calls.
	NW	A secondary school student was returning to his classroom with a glue gun passed a teen who stated he had a real gun and pulled what appeared to be a gun from his pocket. The student saw the handle and trigger only. The witness did not recognize the teen as a student of the school. The incident was reported to the police.
	NW	A student of an elementary/middle school brought a knife to school and used it on another student and cut his hand. The student originally indicated that he fell and cut himself on a piece of glass. A day latter it seemed that a knife was involved. The knife was found in possession of another student who indicated it was given to him to hold. The student in question admitted to using the knife and giving it to someone to hold for him. Both police and parents were contacted. After their investigation the police arrested the student, but did not charge him because of his age. The school communicated with the parents and all were satisfied with the final outcome.

Date	Quadrant	Description of Incident
December 2006	NE	A female student from an elementary/middle school disclosed to a teacher that a male student sexually assaulted her. The incident took place at the school. The assault involved the male grabbing the buttocks of the female student. The administration contacted safe schools and the police. The police are presently investigating and the suspected student is not at school.
	NE	A student at a secondary school is facing charges in connection with a robbery and gang style rape. He was released from custody and is now facing charges.
	NW	A secondary school received information that there was a gun in a locker in the school. 911 were called, as were the safe school administrator, the superintendent and others. Police attended and a replica firearm was confiscated from the locker.
January 2007	SW	Two elementary/middle school students found a handgun buried in the wood chips of the playground. They gave it to a supervising teacher. Police were called and the school was placed in lockdown while police searched the grounds. No other weapons were found. School was released from lockdown in the early part of the afternoon.
	NW	10 of 12 students from a secondary school were arrested for a series of assaults and robberies in the community. One arrest occurred in the evening and the other nine students were arrested quietly at the school. Police are seeking two other students.
	SW	A sexual assault and forcible confinement occurred in an elementary/middle school. The suspect has been arrested.

Date	Quadrant	Description of Incident
	NE	An elementary/middle school student brought a large knife to school and was showing it to other students . The principal investigated and recovered the knife from the student and contacted safe schools and the police. The principal is requesting a 20-day placement at A2S.
	NE	A secondary school student was robbed after school . The robbery occurred after dismissal in a mall across the street from the school. The victim was robbed at knifepoint in the males' washroom. Four suspects were involved in the robbery and three were identified as students. The three suspects were arrested. The fourth youth involved and threatened the victim with a knife has not been identified. The three arrested youths were held in custody.
	NE	A student from a secondary school was on his way home when he observed a male wearing a balaclava and in possession of a handgun . The student returned to school, reported what he had seen to the Vice-Principal and the police were called. The police have submitted a report but have no direct leads to identify a suspect.
	SE	A group of students were in the second-floor hallway when a fight started at a secondary school. The Vice-Principal went to investigate and was informed that intruders came into the school and could have been armed with bats and possibly had a gun . The Vice-Principal contacted the police and an investigation was commenced. The event occurred at the end of the school day and as a result, the school was not placed into lockdown.
	SE	Two girls from an elementary/middle school reported that they had been touched in a sexual manner by a male student . The Board's Social Work Department is involved in the investigation.
	NE	The police are investigating a robbery possibly involving students from a secondary school. The robbery took place on the weekend at a student's home. A male threatened the student with a shotgun and robbed him . The police officers believe that all suspects and the victim attend the same school. The police are in the early stages of the investigation.

Date	Quadrant	Description of Incident
	NE	Two elementary/middle school students were walking home and were approached by a young man wearing a bandana over his face. He told the students to empty their pockets and told them he had a knife . Both boys did what they were asked and afterwards called police who are investigating.
February 2007	SE	Four students from a secondary school had met up with a female student at her apartment building. They all got on the elevator and as the door closed, one boy pushed the stop button. Each boy then sexually assaulted the female by grabbing her. She refused to co-operate and when released she reported this to her parents. Police attended at the school and all four boys were arrested and will now face sexual assault charges.
	SW	A student at a secondary school provoked a fight with a student who looked similar to someone who had stolen from him. The fight was broken up by a teacher and the student returned with a knife. He swiped at other student, missed, put the knife in his pocket and left the school with the victim's jacket and bag. The police apprehended the student but neither the knife nor the victim's wallet, which had been in his jacket, was found. The student was charged.
	SE	Three male students from a secondary school had followed a female student from the school. They got onto a bus with her and would not let her leave the bus. When they got to the second stop they left the bus and got onto another eventually ending up at the home of one of the boys. Once there they sexually assaulted this girl. All three boys were charged with sexual assault and forcible confinement .
	SE	A female student from an elementary/middle school reported to the police that she had been sexually assaulted by an adult male at the school. The incident was then reported to the staff and the adult student was sent home. Police concluded the adult male would be charged with sexual assault .

Date	Quadrant	Description of Incident
	NW	An altercation broke out between two students in the hallway of a secondary school. The Vice-Principal and hall monitor had separated the two students. The students went to the office and wrote out their statements as to what had transpired. Another student brought one of the student's backpack to the office and reported that there was a gun in it. When the principal asked the student if there was a gun in the backpack, the student's reply was "If there is a gun in my backpack, it's not mine." Police were called and upon checking found a BB gun (replica) in the backpack. Parents of all students being questioned were called and police arrested one student for threatening death.
March 2007	NE	A staff member noticed a knife fall out of a student's pocket at a secondary school and notified the principal. The knife was recovered and the principal commenced an investigation. The youth involved is already before the courts on serious charges involving weapons. He has bail conditions that prohibit him from possessing any prohibited weapons. The knife that he was possessing at school was a paring knife and not a prohibited weapon. The officers who arrested this student on his original charges will be following up with the student and principal.
	NE	A student attending an elementary/middle school shot his older brother in the leg with his father's gun. This took place in the family home on the weekend. The victim is student at the school. He is presently being treated in hospital for non-life threatening injuries. The identities of the youths were not released. The police are investigating.
	SW	A male student at a secondary school tried to drag a female student into the washroom to perform fellatio. She broke free and ran to the principal. Upon arrest of the male, police found 10-dime bags of marijuana. Safe schools was called and attended at the school. The student will receive placement.
April 2007	NW	A student at a secondary school was shot outside the school and later died in hospital. A vehicle was seen leaving the scene and found later in the NW part of the city. Several men were arrested. A second degree murder charge was laid against one.

Date	Quadrant	Description of Incident
	SE	A recently registered male student at a secondary school is alleged to have touched a female student on the way to school . The event did not happen at the school and involved a non-TDSB student. The Catholic District School Board has been notified. The principal of at the school reported the incident to the police who are now conducting an investigation. The student has been denied access to the school pending the investigation.
	NE	A female elementary/middle school student reported to the Vice-Principal that two male students sexually assaulted her . The police are investigating. The police arrested and charged both boys with sexual assault. One student received an additional charge of criminal harassment. These alleged offences took place in the school during school hours.
	NW	A student from a secondary school in the area was shot at a Community Centre . The principal was informed of this shooting by two friends of the deceased.
	NW	A student of a secondary school was arrested by police from for threatening another student with a gun .
	SE	An adult male student at a secondary school was walking past a group of students when he heard one of them say that he was going to bring a gun and shoot the teacher . The adult did not tell anyone but did send an e-mail to the S.O. Safe Schools. The safe schools office attended the next day with the police. It was found that a group was standing near a room and did speak about the incident. The words shot were heard. Police were involved and will submit a report.
	SE	A shooting of a secondary school student occurred in the general vicinity of the school. The incident involved a drug deal wherein a male was shot in the abdomen . The victim would not say who had shot him and would not support police in response.

Date	Quadrant	Description of Incident
	NE	A secondary school student was arrested at school for robbing another student on the weekend. He was charged with robbery and assault with a weapon . It was also alleged that this student struck the robbery victim with a baseball bat. This took place at the school. The police kept the student in custody. He was released by a judge and placed on conditions that he not to return to the school.
	NE	A citizen reported to the police that he observed a young male near an elementary/middle school in possession of a handgun . The police notified the principal who then put the school in lockdown. The police searched the area with negative results. The playground was searched. A replica pistol was located hidden near the play equipment. This replica was a spring-loaded BB gun.
	SE	A female student at a secondary school reported that she was sexually assaulted while returning from lunch . Police did not locate the suspect and the school did not go into lockdown as the incident happened some distance from the school and the suspect was last seen walking in the opposite direction.
	NW	A female student from an elementary/middle school was sexually assaulted by three male students over a period of time . All were students from the school. The police were called and the three boys were arrested and charged.
May 2007	SE	Three students from three separate secondary schools were observed off of school property. One of the students was in possession of a sawed off shotgun . The police located the three boys and the loaded sawed off shotgun. All three were taken into custody and held pending a court appearance. The principals of the schools will be updated as soon as possible.
	SW	A student brought a BB gun to school and shot at two students . The student was charged by police. Another student was charged with aiding and abetting, obstruction of justice. Both students received limited expulsions.

Date	Quadrant	Description of Incident
	NW	A student from an elementary/middle school directed comments to a teacher stating that he had a gun at home and that he was going to bring it to school to shoot people , mentioning his various staff. In addition, he made fun of the death of the student at C.W. Jefferys school.
	NW	A secondary school student was beaten up at lunch by several people who were not students of the school. The student may have been threatened with a gun , though that is unconfirmed. Police, safe schools and Board security responded. The school was put into lockdown while police investigated. The school was released from lockdown mid-afternoon. Police are still investigating.
	NE	There was a report of a person with a gun being on the property of a secondary school . This individual was seen standing by the fence at the south side of the school. The incident was reported to the police by staff. It is possible that this person with a gun was friend of a student. The principal was notified and the police were called. The police also had a report of a person with a gun at another secondary school and it could involve the same person.
June 2007	SW	At the end of a practice lockdown, a student at an elementary/middle school confided in a teacher that another student had a gun . A pellet gun was apprehended by the principal. Police were called and safe schools is assisting with writing a letter to parents.
	SE	A female student reported to the principal of an elementary/middle school that another male student sexually assaulted her . The principal contacted police who have commenced an investigation.
	NW	A secondary school student was seen with a replica firearm in a classroom . The school went into lockdown mode for approximately one hour at which point the student was arrested and removed from the school by police.

Date	Quadrant	Description of Incident
	NW	After school, students of an elementary/middle school complained that a former student was on school property and shooting pellets from a pellet gun . He aimed the gun at the students and shot the pellets at them. The principal advised that they managed to get the accused inside the school, but that he quickly left. Police were called.
September 2007	NW	A student from a TDSB secondary school and a student from the Catholic DSB were charged in connection with the robbery and assault of two students from another TDSB secondary school.
	NW	During the lunch hour today, two male students of a secondary school, who were having lunch at an eatery across the street from the school were robbed by two males and assaulted . 911 were called and police arrived on site. The males, who allegedly robbed the victims, were not students from the secondary school and they were arrested shortly thereafter.
	NW2	Six students from an elementary/middle school were spotted in a local plaza, by a community member, who reported to police that they were in possession of a gun . Police retrieved a pellet gun from a student but no charges were laid.
	NW	Six students from an elementary/middle school were spotted in a local plaza, by a community member, who reported to police that they were in possession of a gun . Police retrieved a pellet gun from a student but no charges were laid.
	NW	There were two incidents of sexual assault involving several students after school at this elementary/middle school. A police investigation is underway. The students are at home currently and arrests may be imminent.
	NW	A secondary school student and her parents reported to the principal of the school that she had been touched inappropriately in a sexual way in a stairwell at school the day before. Police were notified and a student at the school was charged with two counts of sexual assault.

Date	Quadrant	Description of Incident
	SW	A teacher at a secondary school held a pellet gun to his head in class and pointed it at a student. Police were called to school and safe schools spoke with administrators.
	SE	The police arrived at a secondary school and informed the principal of a handgun . Police believed that the student could have had the device at the school. The student was located and interviewed. He denied any knowledge of this and was eventually cautioned. The principal decided, due to the serious nature he would complete a locker search. The student went with the principal and Vice-Principal to a locker on the first floor. This was found not to be his locker. The principal let the student go for lunch. He alerted the H/M and they found him on the second floor trying to get to his locker. He was prevented in doing so. After some interviewing with the principal and police he informed the principal that he did in fact have a pellet gun. The police cautioned him as the gun recovered did not have any load and was missing the Co2 charge. The principal contacted the parent and is continuing with his investigation.
	SE	A female student at this secondary school had reported to her teacher that she had been initiated at the school. Several boys were involved in a sexual initiation of this female student . The Vice-Principal has now contacted police who will attend and investigate the matter. The Vice-Principal did not have any conversations with the victim student but did speak with her mother. The mother did not want anything done with the incident. The investigation continues.
	NW	A student from a secondary school was assaulted at a bus stop near by approximately eight other male students. Police were called when the victim boarded a TTC bus. One student was apprehended and found to be in possession of a large knife . The principal was informed by the parent of the victim later that evening. The identities of the perpetrators are unknown at this point, but they were carrying red bandanas and wearing hoodies.

Date	Quadrant	Description of Incident
	NE	A group of secondary school female students assaulted and robbed other female students at lunch. The police were called and one student was arrested. The Vice-Principal contacted safe schools. The arrested student was charged with robbery and the police are still investigating attempting to identify other suspects. Safe schools will be monitoring and assisting the administrators.
	NE	Two students from an elementary/middle school were arrested for robbery . The victim alleged that he was threatened with a knife, although no knife was seen. The police investigated and two students were arrested.
October 2007	SE	During the lunch hour at a secondary school a vehicle arrived at the school with several occupants. One of the occupants went inside the school to look for a student. He was observed by the hall monitor going to the bathroom. The hall monitor went to check and the student left. Inside the hall monitor found a knife . The police responded and the student was still on scene. He was located and arrested. The student now faces charges of weapons dangerous.
	NW	Eight elementary/middle school students were charged with sexual assault . The events occurred after school on. The incidents were caught on school cameras. School discipline is pending.
	SW	A student from an elementary/middle school disclosed to an EA he had his own website on which he was holding a rifle . He made a statement that he wanted to shoot someone. A meeting is scheduled with the EA and Special Education regarding logging and risk assessment for the student.
	SW	An intruder with a knife was seen by a student at lunch at an elementary/middle school. The police were called. The school was in lockdown and all students were put in the gym during the lunch hour.
	SW	During an investigation, staff searched a student's knapsack at a secondary school and located an asp, two knives and two pellet guns .

Date	Quadrant	Description of Incident
	NW	A secondary school student left an auditorium assembly, got into an argument with another student, pulled a knife out of his pocket and tried to stab the other student. The victim was cut on his left palm area near his wrist.
	NE	An elementary/middle school student brought a pellet gun to school. He was seen firing off the gun by a teacher. The administrators were notified and they called the police and safe schools. The police attended and seized the toy gun and cautioned this student. This student was limited expelled last year for a weapons offence. The student is being suspended and safe schools will be having a re-entry meeting with the student and parent.
	NE	A secondary school male student threatened two female students with a knife at school. The administrators contacted the police and safe schools. The police arrested the student for threatening death, assault and carrying a concealed weapon. He was placed on police conditions that prohibit him from attending the school.
	SE	A secondary school student was arrested off of school property for possession of a replica gun . He had it in the school in the morning. The student was arrested but not charged. The principal is conducting an inquiry with consequences to follow.
	NE	A male student at a secondary school sexually assaulted a female student off of school property during the lunch break. This happened two weeks ago. The female recently disclosed this information to her guidance councilor. The administrator was notified and contacted the police and safe schools. The police attended and arrested the student. The police are interviewing other students and then the school will commence their own investigations.
	NE	It was reported that two elementary/middle school students were in possession of weapons. The principal investigated and found two pocket knives on the students. The principal phoned the parents and sent the students home. The principal is following up with safe schools and will be calling the police.

Date	Quadrant	Description of Incident
	SE	Police reported a gun related incident in the area of an elementary/middle school to the principal. The school did not go into lockdown, but students were kept inside.
	NW	Four male students from an elementary/middle school were involved with three female students in the school at the end of the day. Police were contacted. Two male students have been charged with sexual assault requiring safe school transfers from the school. In addition, the principal will commence a school-based investigation.
November 2007	NW	A male student at an elementary/middle school has fashioned a weapon, that is, a razor blade on the end of a stick and knocked two students on the arm with the weapon. In addition, a pellet gun was found outside on the ground. When confronted by the caretaker, he claimed it was not his. The principal will be consulting with police. The parent will be contacted and the social worker is already involved. Discipline is pending and safe schools attended at the school.
	SE	A secondary school student assaulted another student with a knife on school property. Police arrested the student with conditions not to be near the school. The principal issued a 20-day suspension pending possible expulsion.
	SE	An elementary/middle school student had a pellet gun taken away by a local storeowner after school. Police investigated and laid no charges. The principal will issue consequences.
	NE	The police were investigating a complaint of sexual assault at an elementary/middle school. The police interviewed a number of students and arrested two male students. The two students were each charged with sexual assault and criminal harassment.

Date	Quadrant	Description of Incident
	NE	A parent the principal of a secondary school and told the principal that her daughter was a student at the school and that she was sexually assaulted in a school washroom . The parent was requesting a transfer for her daughter. The principal called the police and safe schools. The police interviewed the female student and she alleged that she was sexually assaulted by four male students, one who was armed with a handgun, in the boys' washroom. School surveillance video assisted in the investigation. The police initiated a school lockdown while they arrested four students and searched for the gun. One of the arrested students had a folding knife in his pocket. Two of the four arrested students are safe school transfer students into this school. All arrested students are in custody at this time.
	SE	A female student at an elementary/middle school alleged that she had been sexually assaulted by a number of male students . She indicated that there might be other female victims. The principal will commence her investigation once police and CAS have completed their investigations.
	NW	A student at a secondary school has been a victim of bullying on a number of occasions; on school property during class time, in the halls and within the school vicinity. Concerns were brought to the principal's attention and additional information was brought forward. Since the end of September, the student had been searched, robbed, threatened and physically assaulted . Police were called and came to the school to investigate the concerns raised. Four male students were arrested and charged . There may also be two further arrests pertaining to this case.
	NW	A student from an elementary/middle school reported seeing a male across the street from the school with a gun . Police and safe schools were contacted.
	NW	Two female students at an elementary/middle school reported to staff that during the lockdown they were inappropriately touched by two male students while in class . Police were on site and have begun their investigation. The principal contacted the parents of the victims, as well as the parents of the two male students. A social worker was also contacted and will attend the school to support the students.

Date	Quadrant	Description of Incident
	SW	Students from one secondary school robbed students at knifepoint from another secondary school after watching a sporting event basketball game. Police are investigating. Witnesses will not come forward. Administrators from each school are investigating.
	SW	A student from a secondary school used a taser on another student. He may have used this weapon on others. The principal is gathering information. The student was charged with assault with a weapon. The principal will complete the inquiry.
	NE	Two students from an elementary/middle school were observed by a teacher possessing knives in the playground . The Vice-Principal called the police and safe schools. The police attended and cautioned the students.
	NE	A student from an elementary/middle school threatened another student with a knife in the playground . The police and safe schools were notified. The police will be cautioning the youth and safe schools is assisting the principal with the school investigation.
	NE	A student at a secondary school had an altercation with the Vice-Principal. The student was suspended. The mother spoke with the Vice-Principal indicating that the student had a "bibi" gun. The police, safe schools and the principal were all called. Police arrived at the school and searched the student. Police found the "bibi" gun . The student was arrested.

Zanana Akande

B.A. and M.Ed

766 Spadina Rd
Toronto, Ontario
M5P 2X4

On November 16, 2007, the Panel requested that I prepare a report responding to the following question: *What, if anything, about the education culture at the TDSB creates inhibitions to reporting issues of school safety and/or excessive resistance to scrutiny?* Please accept this document as my report on the above question.

Introduction

By way of overview, this report describes my views, supported by my own experiences as well as discussions with others in the system, of the environment and factors at the Toronto District School Board ("TDSB") which inhibit open discussion and encourage reluctance to report issues of school safety. These views have been developed over time, and through many roles and related lenses. In particular, the perspectives expressed in this report have been garnered from my experience as a teacher, consultant, principal in the York City Board of Education and the TDSB, as an advocate, as a workshop presenter, and as co-chair of the TDSB's Task Force on Safe and Compassionate Schools, 2003- 2004. The views expressed in this report have also been developed in discussion with TDSB staff working in various capacities in the board. My experiences and discussions with fellow educators have led me to one inescapable

conclusion – that there is a culture of silence at the TDSB that inhibits the reporting of school safety issues and more generally creates reluctance to scrutiny. As a result, a great deal of this report will be focused on identifying this pattern of behaviour which has evolved over time and seems to have become a part of the culture of the TDSB.

Reprisal and Disapproval

The dominant characteristic about the culture of the TDSB is that of excessive concern about reprisal and disapproval. This fear of offending those in authority filters through from the trustee level to teachers in classrooms and support staff. Fear of reprisal and career limitation restricts the behaviour of those interested in promotion or maintaining an achieved desired placement.

The fear of reprisal and disapproval is demonstrated most commonly by a reluctance to question issues, decisions, and processes implemented by those in authority, even when they seem unclear or unwise. Although these decisions are not questioned in the appropriate arenas or questions directed to the staff with immediate responsibility for the activity, they are often dissected privately with peers. This collective activity has significant importance because it is through these discussions that the propriety of silence and the fear of reprisal are communicated.

New staff learn early that questioning or seeming disagreement are not welcomed as characteristics of creative thinking or a desire to contribute, but rather a voice of opposition or independent arrogance. A former school principal emphasized that “the critiques and suggestions of those who must initiate the programs in the schools and make them work for kids, are not welcomed as valid suggestions and taken seriously”.

So widespread is the fear of reprisal or even adverse attention that staff members assume this rejection of opinion to be ever-present, even with staff with whom it has not been demonstrated and in situations where it has not been tested. The concern that “speaking out” may be career limiting is commonly shared not only by peers, but also by mentors assisting those who seek promotion. The mentors’ teaching is not without basis or examples in the history of the board. Stories are told about school staff that have been embarrassingly ridiculed when questioning a decision or reporting what they believe is students’ negative behaviour. Mentors have shared with me examples of gifted educators who have not been promoted because they questioned management’s plans or suggested improvements.

Fear of Responsibility

Many teachers believe, and some cite incidents to support it, that if they act independently to question or report serious incidents they risk isolation from their colleagues who may fear association with someone who is not conforming to system behaviours and may be attracting negative repercussions.

Not to be overlooked, but to be clearly understood, is the emphasis that the Ontario Teachers Federation puts on teachers thorough documentation of all incidents involving students discipline. Behaviour logs and safety plans must be kept current, and incident reports written within twenty-four hours of the incident occurrence. This necessary emphasis on the importance of documentation, its possible use, and the repercussions of inaccuracy or lack of detail if the incident becomes a part of a lawsuit,

only adds to some teachers' fear of reporting. As a result, many teachers are reluctant to witness or admit to witnessing exceptional behaviour incidents.

An equally important issue is that teachers are compelled to give a copy of an accusation against another teacher to the teacher who stands accused of committing a wrongdoing. This process, long established by the Ontario Teachers Federation, discourages trivial and ill-considered accusations, as well as supporting clear consistency in the accusation, and the right of the other teacher to respond. However, the process itself reduces the likelihood that many teachers will report on their peers. In addition to the formality of the process, although definite and ethical, a teacher's fear of being involved with the board, if the accused teacher launches a lawsuit, reduces the likelihood of reporting.

Fear of Students

In addition to the fear of isolation from their peers and the fear of some administrators' disapproval, is the fear, felt by some school staff, of the students. It is a generally accepted belief, even if exaggerated by number, that some teachers' automobile tires have been slashed and they themselves threatened by students whom they have disciplined or reported. In such an environment, knowledge of wrong-doing, in particular collective wrong-doing, is sometimes ignored, then denied, or finally treated like the proverbial hot potato, passed quickly to someone else who, hopefully, will assume total responsibility and see that the issue is solved. If the person to whom the information is passed is not a school administrator then the same pause, indecision and hesitation in reporting could occur with the same basic cause, fear.

Fear of Speaking Out Publicly

Reports are shared of principals who are telephoned and reprimanded by those in authority after the principals openly questioned or disputed practices and decisions at a principals meetings. I have personally experienced this issue while I was attending a principals' meeting in the pre-amalgamated York City Board of Education. At the meeting the principals were reprimanded by the administration for questioning a promotion appointment made outside the established process. The principals were reminded that the administration had "long memories". From this and the frank content of the presentation of the administrator, as well as the discussion that followed, the principals inferred that such questioning was not welcomed by the administration, and could have negative affects on their individual careers, especially for those who might be seeking promotion.

Reports are shared about staff whose actions to initiate changes were considered too aggressive and independent. These staff members were labelled as "not team players", and experienced career limitations. Also discussed are the experiences of staff members who have acted exceptionally, but well within their work situations, and have suffered resultant isolation by their peers. A case referred to me two years ago is an example of both of the above situations. A staff member felt she was being harassed by the administration at her school for her focussed attention to implementing an inclusive program, as well as her consistent and positive contact with the parents and community. Since she distrusted the involvement of her association, it was necessary to solicit the advice of an outside labour union.

It is important to note that principals not only react to this fear of 'speaking out' or questioning the system, but also are seen as inflicting the same limiting expectations and threat of reprisal on others by evaluating their behaviour as troublesome and reporting it to the supervisory staff of the board. In fact, a principal's ability to maintain a seemingly supportive, if acquiescent staff, is often rewarded. This reinforces the cultural belief that silence is valued.

Silence at the Board and Administration Levels

The culture of fear and silence begins at the Board and administration levels. There has been no clear and maintained division between the responsibilities of the elected trustees and the administrative staff at the TDSB. According to a board administrator, "A tug of war between the Board and administration about the areas of power for each group has resulted in the administration, especially at the school level, operating more like managers than change agents". This confusion about areas of responsibility is not only difficult for staff, but might also take time, possibly delaying acquiring information about issues needing the focus of both trustees and administration.

Staff members who should report on issues affecting the system in general, a particular trustee's committee work, or a school district are concerned about gaining the disfavour of the administration or trustees. They are fearful that such disfavour from either group could alter their career paths. Therefore, their reports are often euphemistically stated hiding the seriousness of the situation; or consist of great lists of activity hiding the fact that nothing substantial has been done to address the problem in a timely fashion.

For example, in 2005, I asked for a progress report on the activities of the Workgroup on Safe and Compassionate Schools, struck to study the recommendations and implement a work plan to effect the recommendations made by the Task Force and accepted by the Board. As a result of my request, I was sent an update which reported the percentage of recommendations approved and listed peripheral activities rather than substantial changes.

At the symposium, *Breaking the Logjam: A Blueprint for Progress on School Safety*, (a forum hosted by the Panel and the Ontario Human Rights Commission at OISE on November 21, 2007) Trustee Mari Rutka spoke of the culture of fear which exists at the Board and administration level. She has become aware through her attempts to be thorough and get all the pertinent information on issues, that there are staff members who are fearful about submitting reports which might include information ill – received by either the administration or the trustees. This awareness has sponsored her concern that all information should be shared without fear. She subsequently wrote, “ ..we cannot continue to have people not say what they see and know is happening and be able to offer creative solutions”.

I have been told, when I asked, on behalf of the parents, for some specific information about their child’s suspension, that the staff member was not certain whether certain information could be shared with the parents.

Rumours Perpetuate the Culture of Silence

Usually rumour and its effects are omitted in serious discussions of causes of behaviour. However, in the environment of the TDSB, rumour is a very important factor

in the perpetuation of the culture of fear. Rumours abound in the TDSB. Whether or not they are always true is only of secondary importance, because their credibility within the TDSB community depends on only one instance of truth experienced by a colleague or associate, and many claim and share their experiences which support the rumours. Rumour maintains, especially in 'problem areas', that there are some teachers and principals who are solicited for information, and who report on their colleagues, the informal meetings of colleagues about TDSB related issues, and information requested.

So shared is the belief that administration and some trustees have 'inside sources' that many staff will attend only compulsory meetings, and rarely contribute opinions to informal discussions about issues. Staff members who are thought to be informing on their colleagues are generally kept at a distance, because of the danger they are supposed to pose in reporting anything as negative and undermining. It is difficult to know whether the belief that there are informers in the system is only a part of the culture of fear or the result of it. But the rumours of informers in the system contribute greatly to a culture of silence, maintained even by those who claim disbelief in the rumours, yet hedge their bets by not speaking openly about school or board issues.

Fear of Outsiders

The objects and the issues of fear discussed above are issues which I have had to confront and understand in working in and with the staff of the TDSB. They all contribute to a culture in which information is not freely shared, where opinions are hesitantly given, if at all, and reporting is done as a last resort or when situations or conditions are extreme. Therefore, staff members are unlikely to volunteer to express their knowledge of or concerns about issues to groups designated to receive such

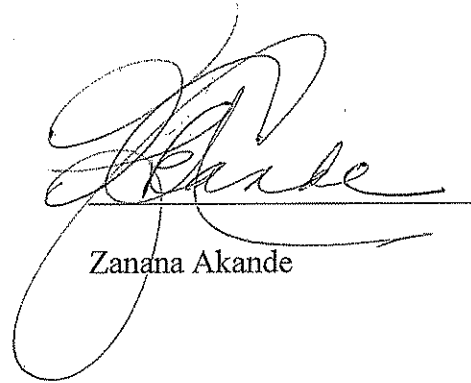
information. There is no better example of this than the reluctance of principals to meet with the Task Force on Safe and Compassionate Schools. During our work, the Task Force repeatedly sent invitations to the TDSB Principals Association to present their concerns and issues to the task force. The Task Force was willing to go to every family of schools to meet with the principals, so vital was their role in the safe schools issue. They did not meet with us until the head of the Safe Schools Department in the TDSB summoned together a small selected group of principals, and remained with the Task Force during our meeting with the principals. Many other principals never knew of the meeting. The Task Force was concerned that the opinions we heard were not indicative of the breadth of issues we had to gather later from personal discussions with some principals.

The reluctance of educators to report is also complicated by a professional concern of teachers. Lodged between their aspired identification as professionals and their economically necessary alliance with trade unions, teachers struggle to maintain their debated status as professionals. Recognizing that professionals are policed by members of their own profession, teachers resent the imposition of outside scrutiny, especially when it is lead by a member of another profession. For many, this is professionally demeaning, and does not encourage open and helpful interaction. This attitude, if demonstrated, is also a hindrance in working with community organizations that criticize current practices and request changes.

Conclusion

The culture of silence in the TDSB has become so normalized by time that it is maintained by some staff members who would not even identify it. Influenced by fears

of harassment from trustees and administration, colleague isolation, student reprisal, involvement in lawsuits, negative reporting from unidentified sources, and imposed career limits or alterations, staff effect their roles and conduct themselves through their days without attracting attention. They thereby increase the opportunity to achieve promotion or, for the differently ambitious, to exist in peace. Yet such peace gained through selective silence in a system where vigilant observation and timely reporting are needed may leave students vulnerable; ambition realized through selective silence in a system requiring the creative ideas of everyone and open communication to prune and perfect those ideas for early implementation cheats the system of its opportunities and leaves the students wanting, vulnerable and unsafe. It is my belief that in order to achieve school safety, the culture of fear and silence must be aggressively and overtly devalued.



Zanana Akande

Background - Human Rights Settlement Reached with Toronto District School Board

Terms of Settlement

WHEREAS the Commission on July 7, 2005, initiated a complaint pursuant to subsection 32(2) of the *Human Rights Code* (the "Code") in the public interest and on behalf of racialized students and students with disabilities alleging that the application of the *Safe Schools Act* and the Toronto District School Board's ("TDSB") policies on discipline are having a disproportionate impact on racial minority students and students with disabilities. The complaint alleges that the TDSB had failed to meet its duty to accommodate racialized students and students with disabilities in the application of discipline, including providing adequate alternative education services for racial minority students and students with disabilities who are suspended or expelled and that the above amounts to a failure on the part of the TDSB to provide equal access to education services and that this constitutes discrimination and contravenes sections 1, 11 and 9 of the *Human Rights Code* ;

THEREFORE, the parties agree to settle this matter as follows:

1. The TDSB accepts and acknowledges a widespread perception that the application of Ontario's school disciplinary legislation, regulations and policies can have a discriminatory effect on students from racialized communities and students with disabilities and further exacerbate their already disadvantaged position in society.
2. The TDSB will determine the most appropriate methodology to collect and analyse data on suspensions and expulsions under the *Education Act* to determine the extent to which the *Act* is having an adverse impact on individuals protected under the *Code*, in particular, students from racialized communities and students with disabilities. When collecting the data, the TDSB will ensure that individual data is collected in a manner that is provided for in the Commission's *Guidelines on Special Programs*, and the Commission's *Guidelines for Collecting Data on Enumerated Grounds under the Code* and is used only to address inequities and to promote compliance with the *Ontario Human Rights Code*. The TDSB will take steps to ensure the confidentiality of students in this process. In the event that the TDSB does not issue a clear directive requiring data to be collected commencing in the 2006-07 school year, the TDSB agrees to re-open settlement discussions with the OHRC on this specific issue.
3. The TDSB will rewrite its grid of consequences and all related documents to ensure that the use of discretion and the use of mitigating factors are emphasized. The TDSB will ensure that school principals and all other staff are fully informed of and in compliance with this directive. The parties note that nowhere in the *Safe Schools Act*, regulations or related policies do the words "zero tolerance" occur.
4. The TDSB has provided and will continue to provide appropriate training on racial stereotyping and profiling, anti-racism, cross-cultural differences, and how to effectively deal with students whose disabilities may cause them to be disruptive in school. The training will be provided to the administrators of discipline including teachers and all persons in positions of authority.
5. In keeping with its "Equity Foundation Statement and Commitments to Equity Policy Implementation", the TDSB will continue to train staff that it is an expectation that staff be aware of and sensitive to the presence of racially biased education in the elementary and secondary school curriculum. Where bias is found to exist, the TDSB will ensure that school principals take corrective measures to make the curriculum inclusive of all of the communities it serves.
6. In accordance with its "Equity Foundation Statement", the TDSB has and will continue to actively recruit qualified and certified teachers and administrators from within Canada and elsewhere who are members of racialized groups and will develop a procedure with respect to the recruitment, retention and promotion of racialized teachers in order that there is an equitable representation reflective of the Toronto Community. The TDSB will undertake to make the College of Teachers

and the Ministry of Colleges and Universities aware of the TDSB's position regarding:

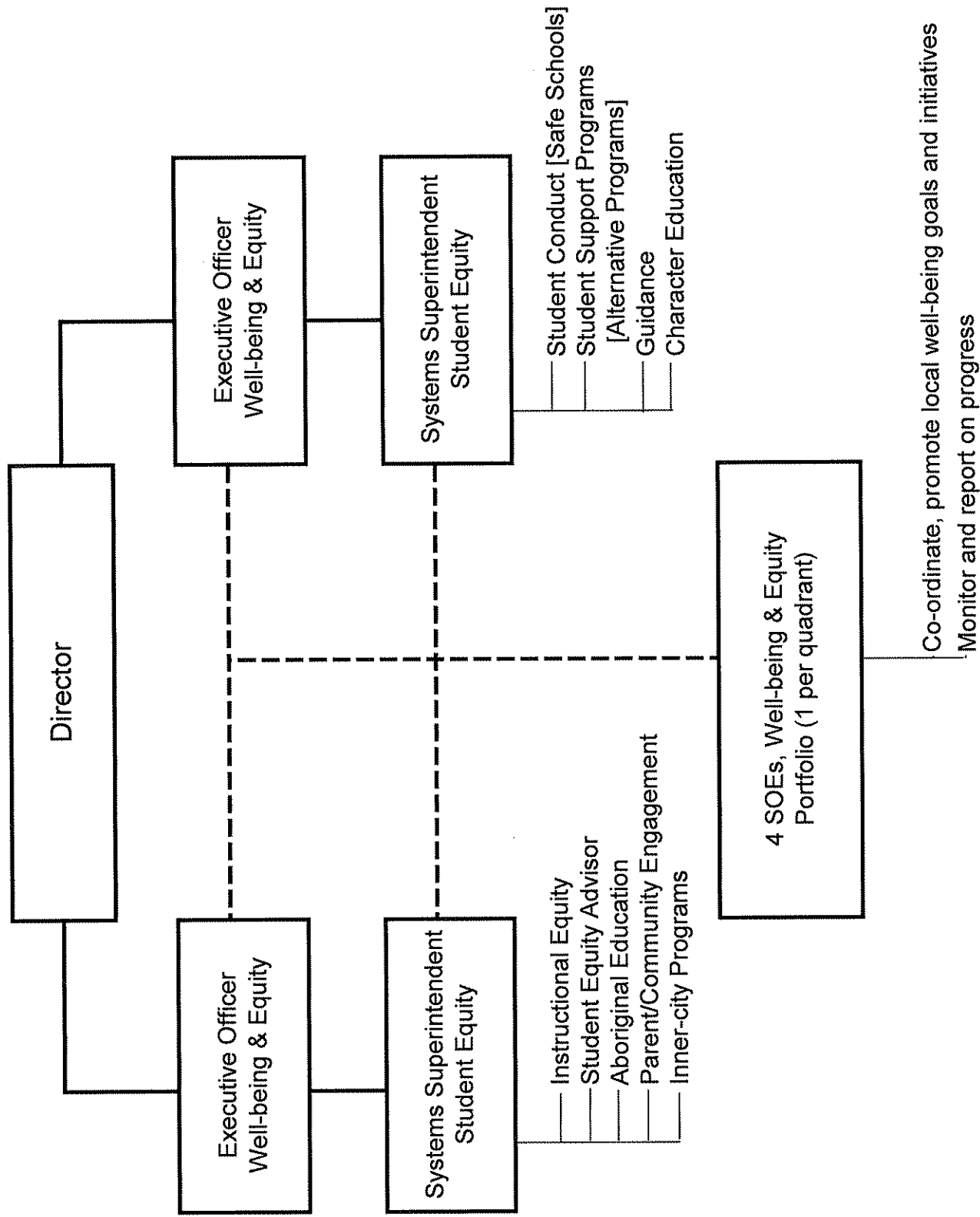
- a. the need to ensure diversity in recruiting, and
 - b. the need to remove barriers to access for internationally-trained teachers who apply to work in Ontario.
7. The TDSB will facilitate a meeting with the OHRC by January 31, 2006 to discuss how the TDSB recruits and enables internationally trained teachers and teachers from racialized communities, who are in the system on a temporary basis, to obtain permanent positions.
8. The Commission requires that while the Ministry of Education's comprehensive review of the *Act* referred to above is taking place, that:
- a. TDSB will continue to take appropriate steps to ensure that teachers and all persons of authority are aware of the expectation and that they will exercise their discretion in applying the *Act* in a manner consistent with the Ontario *Human Rights Code* and the OHRC's *Guidelines on Accessible Education*.
 - b. The TDSB will ensure that principals are familiar with the current requirement in section D of the TDSB Safe Schools Procedures Manual to consider a wide variety of factors when exercising their authority under sections 306, 309 and 310 of the *Education Act* and Regulation 37/01. In addition, principals will be informed that when they interpret mitigating factors they should consider whether racial or other harassment predicated the student's behaviour, and whether the principles of progressive discipline have been followed. This discretion shall include consideration of mitigating circumstances and the implementation of practices of progressive discipline, if discipline is appropriate, when considering whether a student can be either suspended or expelled.
 - c. In the case of a student with a disability, educators shall also assess whether appropriate accommodation has been provided when deciding what appropriate measures to take.
 - d. The TDSB will conduct a thorough review of the current protocol between the school board and the police, to be completed by June 2006, while the *Act* and policies are under review by the Ministry of Education, and will make modifications to ensure that the protocol complies in full with the Ministry of Education's "Provincial Model for a Local Police/School Board Protocol", the *Youth Criminal Justice Act*, and the *Canadian Charter of Rights and Freedoms*. Prior to conducting a review, the TDSB agrees to meet with representatives of the OHRC by December 23, 2005 and to invite the other parties to the protocol. The purpose of the meeting is to inform the parties of the OHRC's concerns with the protocol.
 - e. Whenever the police are called, the TDSB will contact the parent or guardian of the student (s) or, in the absence of a parent, an adult relative or, in the absence of a parent and an adult relative, any other appropriate adult chosen by the young person, as long as that person is not a co-accused, or under investigation, in respect of the same offence. Where there is no parent/guardian or adult relative or appropriate adult available, the principal or his/her delegate will act in *loco parentis* to the student(s), in order to ensure their *Charter* rights are maintained.
 - f. The TDSB will implement a procedure for student discipline with the goal of avoiding suspensions or expulsions. This procedure will be based on the principles of progressive discipline and will include but is not limited to:
 - i. detention;
 - ii. peer mediation;
 - iii. restorative justice;
 - iv. referrals for consultation; and
 - v. transfer.
 - g. The TDSB will develop and distribute a pamphlet which clearly delineates parents/guardians' or adult students' rights in situations of pending or actual suspension or expulsion. The TDSB will provide a draft copy to the OHRC for review.
 - h. Principals will be encouraged to provide curriculum in accordance with Ontario curriculum standards forthwith for all suspensions. The TDSB will ensure that no student's education is interrupted by a suspension of over 5 days or an expulsion from their home school under the *Act* by ensuring that alternative educational programs are made available forthwith to such students. Such alternative programs may include, but are not limited to, in school

- suspension facilities, alternative schools or programs that are, where possible, locally accessible. Further, the TDSB will ensure that such alternative education is provided at a standard equal to the Ontario curriculum.
9. The TDSB will convene a meeting between the OHRC and the TDSB's Special education staff by December 23, 2005. Should an agreement not be reached on the issues (a) to (e) below, the parties agree to re-open settlement discussions on these specific issues:
 - a. How to ensure that accommodation is governed by the principle of individualization;
 - b. How to ensure the most effective means of communicating with parents about special education practices and procedures, which would include, but not be limited to, holding information sessions for parents and guardians of students with disabilities which fully inform them of their rights and responsibilities throughout the accommodation process. The TDSB will discuss the possibility of holding a minimum of two such sessions per school year, with a session occurring both in September and February. The TDSB will also discuss what steps need to be taken to ensure that any such sessions are accessible to all parents, including parents whose first language is not English, and parents who may have disabilities that require information in alternative formats;
 - c. How to provide access to educational services for students with disabilities who have been removed from school;
 - d. How to accommodate students whose behaviour was a manifestation of a disability and how to prevent the labelling of such students;
 - e. How to ensure that the IPRC process is transparent and that parents are adequately informed and supported during the process;
 - f. Other recommendations relevant to discipline included in the OHRC's report "*The Opportunity to Succeed*".
 10. The TDSB will ensure that a student with a disability who has been subjected to disciplinary measures will be reassessed periodically and will not be removed from a regular school placement indefinitely, unless to include the student would cause undue hardship.
 11. The TDSB continues its commitment to the creation and implementation of Individual Education Plans for students with special needs consistent with the expectations of the Ministry of Education as outlined in Regulation 181/98, Identification and Placement of Exceptional Pupils and the Ministry of Education's Individual Education Plans: Standards for Development, Program Planning, and Implementation, 2000.
 12. The TDSB will determine the present educational status of the expelled students, and where they have not had the opportunity to complete the credits for the Ontario Secondary School Graduation diploma, the Board will implement a system by which the students will be given the opportunity to complete the credits for their diploma.
 13. The TDSB will report on the Summer 2005 pilot project on Afro centric schools, as well as any future plans for similar initiatives.
 14. The parties agree that in keeping with the Commission's public accountability and a duty to serve the people of Ontario, as well as to promote understanding of human rights and responsibilities, they will issue a press release relating to the terms and conditions of the Minutes of Settlement, on an agreed upon date, within 30 days of the approval of the Minutes of Settlement by the Commission.
 15. The parties agree that they shall be bound by the provisions of this agreement until the Commission decides whether or not to approve the agreement in accordance with section 43 of the *Code*.
 16. In the event that this agreement is approved by the Commission, it shall continue to bind the parties.
 17. In the event that the Commission does not approve this agreement, it shall be null and void.

See also:

News release: Human Rights Settlement Reached with Toronto District School Board

Well-Being and Equity Department



AN INTERIM REPORT ON SCHOOL SAFETY

August 28, 2007

Executive Summary

I. Introduction

On May 23, 2007, Jordan Manners, a fifteen year-old C.W. Jefferys' student, died of a gunshot wound at his school. The impact of this tragedy on Jordan's family, and the students, teachers, administration, and parents of the C.W. Jefferys C.I. ("C.W. Jefferys") community cannot be overstated. The belief that schools can deliver a safe haven for our children has been seriously shaken.

The intent of this Interim Report is to provide what the Panel has thus far heard and what the Panel has found with respect to life at C.W. Jefferys. While this Interim Report raises significant systemic issues affecting both C.W. Jefferys and the broader school environment, it is not intended to make broad-reaching systemic recommendations. That aspect of the Panel's work will await the completion of the systemic phase. Four narrow non-systemic recommendations aimed at some very specific items unique to the North-West family of schools are proposed in Section 4.2 of this Interim Report.

Based on the hundreds of hours of consultations and extensive data received to date (see our website at www.schoolsafetypanel.com), there is no merit to the suggestion that the general school environment at C.W. Jefferys is a "lawless war zone". Indeed the school continues to rightly be considered by many parents and students as the "jewel" of the community, due to its high academic standards and enviable arts program as described in Section 2.2(b) below.

II. The Scope of the Interim Report

The Interim Report is not intended to be an exhaustive review of the situation at C.W. Jefferys, nor of the overall policies and procedures at the TDSB. It would be premature for the Panel to offer its final conclusions and recommendations at this stage (just ten weeks from the commencement of the Panel's work) given that consultations and research are ongoing. The Interim Report focuses primarily on the perspectives of students at C.W. Jefferys. It highlights some of the recurring themes with respect to school safety that the Panel has encountered during the initial stages of its work. It is based primarily on consultations with individual students, and the results of a comprehensive survey of C.W. Jefferys students administered on June 18 and 19, 2007. While the Interim Report incorporates some of the Panel's consultations with other stakeholders, including youth, parents, teachers, administrators, trustees and community organizations, a full analysis of these perspectives will await the completion of the Final Report.

III. Student Perspectives on Safety and the “Recurring Themes”

While the Panel heard through consultations with students what can best be described as “mixed messages” regarding safety at C.W. Jefferys, overall a majority of the forty-one C.W. Jefferys students who were directly interviewed told the Panel that their school is one with high academic standards, a diverse student body, a safe environment and an excellent and enviable arts program. These views are largely corroborated by the Panel’s initial consultations with other stakeholders. C.W. Jefferys students are well represented among the recipients of awards and scholarships. C.W. Jefferys students consistently told the Panel that they felt that their school was being unfairly portrayed in the media as a dangerous and violent environment as a result of Jordan Manners’ death. In spite of these overall positive views of students, there were several significant concerns with respect to school safety that were brought to the Panel’s attention. These “recurring themes” have also emerged in the preliminary consultations with other stakeholders. They include:

- **Hallway Students** - Many students were concerned about the number of students who were congregating in the halls during class time, and the resulting disruption of the learning environment.
- **Safe School Transfers** - The Panel encountered near unanimity from stakeholders that the transfer of students from one school to another for reasons related to discipline or violence, without appropriate assessment and intermediary programming, was an issue of serious concern.
- **Difficulties in the Student-Teacher Relationship** - Some students have described a breakdown in the student-teacher relationship, ranging from students “talking back” to teachers, to instances of threats or assault. A preliminary review of the teachers’ consultations supports this view. There is a strong perception amongst teachers that school administrators are unwilling to impose appropriate consequences for student misbehaviour, and that administrators were under pressure from the TDSB to reduce the levels of suspensions and expulsions.

IV. Preliminary Data from the Student Surveys

Relying on the expertise of its Chief Academic, Professor Scot Wortley, Criminologist, University of Toronto, the Panel designed and administered a comprehensive survey on school safety to 423 C.W. Jefferys students (over 50% of the student population). The survey, delivered through an anonymous questionnaire, was intended to address some of the limitations of conducting one-on-one interviews with youth.

Chapter Three of the Interim Report is meant to capture some of the survey data to date. It is by no means the entire picture of life at Jefferys as there is further survey work to be done with the students. The process with respect to teacher data collection is ongoing. The data provides cause for both optimism and concern.

It is of note that, with the exception of the period immediately following the shooting of Jordan Manners, most students feel safe at C.W. Jefferys. Half of the students feel that C.W. Jefferys is still safer than other high schools in Toronto. With respect to the students' general feelings of safety at C.W. Jefferys, students were asked the following question: "I want you to think about the way things were at your school before Jordan Manners was shot. How safe did you feel at your school before the shooting took place?" We then asked the respondents how safe they felt "right after Jordan Manners was shot?" Finally, we asked the students "How safe do you feel at your school today (approximately one month after the shooting took place)? The results indicate that (pp. 33-34):

- Before the Jordan Manners' shooting, the vast majority of students at C.W. Jefferys (81%) felt either very safe (38%) or fairly safe (43%) at their school. By contrast, only 15% of the respondents felt unsafe (11%) or very unsafe (4%).
- The findings suggest that student feelings of insecurity increased dramatically in the immediate aftermath of the shooting incident. Indeed, right after the shooting, almost half of the respondents (48%) felt either very unsafe (23%) or unsafe (25%) at the school. The impact of the shooting can be further illustrated by the fact that the proportion of students who felt safe at C.W. Jefferys dropped from 81% before the shooting to only 44% immediately following the shooting – a decline of 37 percentage points.
- However, it appears that this dramatic increase in feelings of insecurity was temporary. Indeed, by the time this survey was administered to the students -- approximately one month after the survey -- it appears that feelings of safety were returning to normal. Nonetheless, it should be stressed that the data also indicate that the shooting may have a lasting impact on feelings of safety – at least for some C.W. Jefferys' students. Indeed, although the proportion of respondents who report feeling safe at school is significantly higher a month after the shooting (65%) than immediately after the shooting (44%), feelings of safety have not yet returned to pre-shooting levels (81%).

In order to further explore how C.W. Jefferys' students feel about their school, we asked them the following question: "In general, would you say that C.W. Jefferys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?" The results indicate that:

- Despite the shooting of Jordan Manners, three out of every four C.W. Jefferys students (74%) still feels that their school is either very safe (29%) or fairly safe (45%). By contrast, only 13% feel that the school is unsafe and only 6% feel that it is very unsafe. Nonetheless, the fact that one out of every five students at C.W. Jefferys (19%) feels that their school is "unsafe" may be a cause for at least some concern.

We also asked the respondents: “Do you think that C.W. Jefferys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?” The results suggest that:

- Despite the death of Jordan Manners, half of all C.W. Jefferys students (50%) still feel that their school has less violence than other schools. An additional 23% feel that their school is no more violent than other schools.
- Only 13% of the students surveyed feel that C.W. Jefferys is actually more violent than other schools in Toronto.
- These findings are consistent with stakeholder claims that, in general, C.W. Jefferys is a safe school and there are other schools in the area that have more serious problems with violence and crime. These findings are also consistent with student and teacher complaints that C.W. Jefferys has been unfairly labelled and stigmatised as a result of the extensive media coverage of the Jordan Manners’ death.

In contrast, other data indicates that a large proportion of the students who participated in the survey think that there are serious difficulties at C.W. Jefferys including difficulties with student-teacher relationships, disorder in the hallways, students who talk back and disrespect their teachers, discrimination by teachers against students and the presence of weapons, drug dealing and gangs within the school. The results of the survey also indicate that a significant proportion of the students who participated in the study have been the victim of threats, physical assaults, theft and other types of crime – both inside and outside of school – in the past two years. The Panel stresses, however, that the levels of victimization observed in this study are consistent with the findings of other high school victimization surveys conducted in Toronto and other North American cities over the past decade.

Notable results from this section of the survey indicate that (p. 37):

- Theft, bullying and students who bring weapons to school are the three activities that are the most likely to be identified as “serious” or “very serious” problems by the students at C.W. Jefferys. For example, over two-thirds of the respondents (67%) feel that “students who steal from other students” is a serious problem at their school. Similarly, 60% of the respondents believe that students “who bring weapons to school” is a serious problem. Sixty percent also think that “students who pick on or bully other students” is a serious problem.
- It is important to note that over 40% of the respondents believe that weapons are a “very serious” problem at C.W. Jefferys. An additional 18% feel that weapons are a “serious” problem. By contrast, only 9% think that weapons are “not a problem at all.” This finding, however, should be interpreted with caution. First of all, these figures may be somewhat inflated because of concerns in the wake of the

shooting death of Jordan Manners. Obviously, in that case, a firearm did enter the school and a student was fatally wounded. Thus, we must at least consider the possibility that this incident significantly increased the number of students who feel that weapons are a problem at Jefferys. Unfortunately, we do not know how these same respondents would have answered the weapons question prior to the Jordan Manners tragedy. It is also difficult to determine exactly what students mean when they state that weapons are “a serious problem.” Are the respondents trying to tell us that many of their fellow students carry weapons to school on a regular basis? An alternative explanation is that only a few students actually bring weapons to school – but the respondents feel that this small minority represents a serious threat to their personal safety. The issue of weapons is explored further in a subsequent section of this chapter.

- The results of the survey further suggest that the majority of respondents are also concerned with other forms of violence and criminality at their school. For example, 55% feel that fighting is a serious problem at their school and 51% think that illegal drug use is a serious problem.
- Almost half of the C.W. Jefferys students who responded to our survey (49%) believe that drug dealing is a serious problem at their school and 46% believe that gangs are a serious problem. However, it appears that there is somewhat less concern about gangs than other types of crime and violence. For example, while 42% of respondents believe that weapons are a “very serious” problem at C.W. Jefferys, only 18% believe that gangs are a “very serious” problem.

Furthermore other data indicates (p. 38):

- Three out of every four student respondents (75%) agrees or strongly agrees that “students often hang out in the halls and make noise when classes are on.” This is consistent with teacher and student claims that there are serious problems with student noise and disorder in the hallways during class-time and that some students wander or hang out in the halls without consequences.

Regarding specific issues of student victimization, two realities are emerging: Crime and victimization are serious problems for students at C.W. Jefferys, but sadly, these problems do not appear isolated within C.W. Jefferys or even within other schools in the “Jane-Finch” community. Crime and victimization are apparently a reality faced by students at many schools throughout the Toronto region. These Panel conclusions are arrived at as a result of the comparison between the current day survey data at C.W. Jefferys and the extensive survey data for thirty Toronto schools obtained in year 2000. In the latter case, a Toronto Youth Crime and Victimization Survey¹ conducted in 2000,

¹Wortley, Scot and Julian Tanner. 2006. “Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study.” *Canadian Journal of Urban Research* 15 (2): 1-20.

involved a random sample of 3,393 high school students from 30 different high schools in the Toronto region (10 from the Catholic School Board and 20 from the Toronto District School Board). During this study, a detailed questionnaire was administered to student respondents during class time. It should be noted that C.W. Jefferys was not one of the schools included in the 2000 survey. As with the survey conducted at C.W. Jefferys, one of the primary objectives of this project was to document experiences of victimization.

Despite the seven year gap and somewhat different lines of questioning, the existence of the 2000 data provides at least some opportunity to compare the experiences of C.W. Jefferys students to the experiences of high school students from other high schools in the Toronto area (pp. 45-46):

- In 2007, 45% of the student respondents from C.W. Jefferys reported that they had been the victim of minor theft in the past two years. By contrast, in 2000, 38% of high school students claimed that they had been a victim of minor theft *in the past twelve months* and 72% claimed that they had been a victim of minor theft at sometime in their life.
- Similarly, in 2007, 39% of the survey respondents from C.W. Jefferys claimed that they had received physical threats in the past two years. By contrast, in 2000, 39% of 3,400 Toronto High School students who took part in the study claimed that they had received physical threats *in the past twelve months* and 67% claimed that they had received physical threats at some time in their life.
- In 2007, 37% of C.W. Jefferys students claimed that they had been physically assaulted at school in the past twenty-four months. In 2000, 39% of Toronto high school students (from 30 different schools) reported that they had been physically assaulted in the past year and 70% indicated that they had been assaulted at some time in their life.
- Additional analysis reveals that, in 2007, 18% of C.W. Jefferys students claim that they had been threatened by someone with a weapon in the past two years. By contrast, in 2000, survey results suggest that 15% of Toronto high school students received weapons threats in the past year and 28% had been threatened with a weapon at some time in their life.
- Similarly, in 2007, 11% of the C.W. Jefferys students who took part in the study claim that they had been assaulted by someone with a weapon in the past two years. By contrast, in 2000, 8% of Toronto high school students indicated that they had been the victim of a weapons-related assault in the past twelve months and 16% had been assaulted with a weapon at some time in their life.

In sum, the victimization findings produced in 2000, using a large sample of high school students from 30 different schools across Toronto, seem to largely mirror the victimization results produced in 2007 using a relatively small sample of students from C.W. Jefferys. Put simply, crime and victimization may be a problem faced by students at many schools throughout the Toronto region and that life at C.W. Jefferys may not be particularly exceptional in this regard.

In view of the above, the Panel's systemic phase will prove all the more important in respect of proposing school safety recommendations that can enhance school safety for youth across the City of Toronto.

V. Conclusion and Interim Recommendations

The Panel is continuing its consultations and research into the themes identified in the Interim Report, as well as other systemic issues that impact on the safety of students within the TDSB. The Panel's systemic recommendations will be delivered in its Final Report, once its consultations with parents, teachers, union representatives, professional organizations, trustees, administrators, police, community groups, and other stakeholders are completed. In this regard, the Panel remains open to receive presentations and submissions from interested members of the community. The Panel has identified four interim recommendations that it feels are appropriate to report on at this stage. These recommendations are sufficiently narrow that they can be considered for immediate implementation, pending the release of the Final Report:

1. **The completion of a building safety audit at C.W. Jefferys.** The Panel was advised that the formal building safety audit process employed by the Safe Schools office at the TDSB has not yet been implemented in respect of C.W. Jefferys. The Panel recommends that this audit be conducted prior to the return of students this Fall.
2. **Additional Human Resources North-West 2.** The Panel recommends additional human resources support to be made available to NW2 to address the complex needs of this community. Pending its systemic review, the Panel will reserve comment on what, if any, recommendations ought to be made for the reorganization of supervisory roles in high needs communities.
3. **Mediation between the Trustee and Superintendent in North-West 2.** Through its consultations, the Panel has concluded that the working relationship between the Trustee and Superintendent responsible for the North-West 2 family of schools has become dysfunctional. This situation does not serve the students, parents, teachers, staff and administration within North-West 2. The Panel recommends that the Superintendent and Trustee participate in a mediation conducted by an independent interpersonal mediator to attempt to resolve this situation. Both parties have agreed in principle to this recommendation.

4. **Extension of the Panel's Work to Other Schools in North-West 2.** The Panel has been advised by a broad range of stakeholders of serious safety concerns regarding other schools within North-West 2. The Panel recommends that its mandate be extended to November 15, 2007, to accommodate a more intensive review of these additional schools than was earlier contemplated.

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Introduction

On May 23, 2007, Jordan Manners, a fifteen year-old C.W. Jefferys' student, died of a gunshot wound at his school. The impact of this tragedy on Jordan Manners' family, and the students, teachers, administration, and parents of the C.W. Jefferys C.I. ("C.W. Jefferys") community cannot be overstated. The belief that schools can deliver a safe haven for our children has been seriously shaken.

The intent of this Interim Report is to provide what, so far, the Panel has heard and what the Panel has found with respect to life at C.W. Jefferys. While this Report alludes to themes that raise significant systemic issues affecting both C.W. Jefferys and the broader school environment, it is not intended to make broad-reaching systemic recommendations in this Report. These broader recommendations will be delivered in the Final Report, once the Panel's consultations are completed. Four narrow non-systemic recommendations aimed at some very specific items unique to the North-West family of schools are proposed in Section 4.2 of this Interim Report.

Based on the hundreds of hours of consultations and extensive data received to date (see our website at www.schoolsafetypanel.com), there is no merit to the suggestion that the general school environment at C.W. Jefferys is a "lawless war zone". Indeed the school continues to rightly be considered by many parents and students as the "jewel" of the community, due to its high academic standards and enviable arts program as described in Sections 2.1 and 2.2(b) below. This does not change the fact that the life of a 15-year old has been lost to violence within the walls of the school.

Jordan Manners' death is the subject of an ongoing criminal investigation, and thus, what details are known about this death have not been made public. The following is apparent to the Panel: A shooting occurred inside the C.W. Jefferys building. Jordan Manners died as a result of the discharge of a firearm. There is no evidence to suggest that the injury was self-inflicted. Two male youths, known to Jordan Manners and the staff at C.W. Jefferys, have been arrested and charged with first-degree murder.

In the days and weeks following Jordan's death, there was an outpouring of grief and concern. Parents, students, teachers and community members expressed grave fears for the safety of the students. The Toronto District School Board ("TDSB") acknowledged these concerns and, in response, the Director of the TDSB, Ms. Gerry Connelly, and the Chair of the TDSB, Ms. Sheila Ward, announced the convening of the School Community Safety Advisory Panel on June 5, 2007, with the following mandate²:

² Attached as Appendix "A" to this Interim Report is a copy of the Terms of Reference

The independent Panel shall make findings and recommendations to the Director of the Toronto District School Board by July 16, 2007 with respect to:

- The practices and procedures at C.W. Jefferys in the two years prior to May 23 2007 with regards to student supervision, student discipline and building security;
- Factors influencing the ability of C.W. Jefferys in particular or the Toronto District School Board schools in general to maintain student order and discipline;
- Improving practices in TDSB schools with regards to prevention, school supervision, discipline and security which will create a positive, safe and welcoming school environment.
- The Panel will give current and past C.W. Jefferys students an opportunity to describe their experiences in the school.
- The Panel will give C.W. Jefferys employees (teachers, support staff and administration) an opportunity to describe their experiences in the school.
- The Panel will give C.W. Jefferys parents an opportunity to describe their experiences with the school.
- The Panel may make such other enquiries and consultations it deems necessary to achieve its objects, including but not limited to:
 - Community agencies and advocacy groups and Trustees
 - School Board administration
 - Unions and employee groups

Throughout its consultations, a clear and consistent message has been expressed to the Panel:

“That given the number of deaths that have occurred as a result of gun violence in Toronto in recent years, it is not so much a surprise that another black youth has died from a shooting even in a school hallway, as much as it is a surprise that it happened at C.W. Jefferys.”

The Panel infers two things from this repeated theme: First, that this tragedy is a product of the times and as such it would be artificial to describe the circumstances surrounding the shooting death as an isolated incident (i.e. “tragic-yes, surprising-no”). Second, the Panel infers that C.W. Jefferys has historically enjoyed a significant level of respect and prestige in the communities that know the school.

Schools cannot be separated from the larger community. They spring from and form part of the community surrounding them. The social issues that plague the communities outside our schools – such as racism, sexism, violence, poverty and alienation – are also reflected in our schools from one end of the GTA to the other. Our schools will only be

safe and equitable if our communities are safe and equitable. In light of this reality, addressing the root causes of violence and crime must be a high priority.

Following the shooting, many rushed to judge C.W. Jefferys as a “Jane and Finch school”, with all the negative biases and stereotypes that accompany such a label. The communities in the “Jane and Finch” area are some of the lowest income, high-density neighbourhoods in Toronto, but also among the most vibrant and inspiring. However, those associated with “Jane and Finch” are all painted with the same negative brush, and its schools have been portrayed as gangland war zones. Stephnie Payne, Trustee for Ward 4 York West, the school board Trustee responsible for C.W. Jefferys, challenges such a label for the school which, though not geographically part of the Jane and Finch area, “lives in the shadow of Jane and Finch.”

Nonetheless, the Panel has learned through its consultations and research that, as detailed in this report, C.W. Jefferys suffers from significant and emerging challenges, such as the erosion of student discipline and an increase in youth violence. While some of the statistics described in this report concerning student victimization at C.W. Jefferys are alarming, the Panel’s ongoing assessment of the data and experiences of other Toronto schools suggests that C.W. Jefferys is not exceptional in this regard.

Put another way, the death of Jordan Manners should not be seen as an isolated incident, but rather as a disturbing harbinger of things to come if we, as a society, do not put a stop to the ongoing neglect of significant numbers of our youth. It is a harbinger because the influx of guns in this city has, in the words of one of our community agency deputants created the following sad reality: *“It is easier to get a gun than get a job”*.

SECTION 1.1: THE JULY 6, 2007 AMENDMENT TO THE PANEL’S TERMS OF REFERENCE

In the course of its consultations with teachers, the Panel learned of a serious incident that was alleged to have occurred at C.W. Jefferys in October 2006. The Panel provided a confidential interim report to the Director of Education for the Toronto District School Board on June 27, 2007.

That same day, the Principal and two Vice-Principals from C.W. Jefferys were placed on home assignment with pay. The Toronto Police Service was notified and has launched a criminal investigation into the October 2006 incident. This investigation is ongoing and to date, no charges have been laid.

On July 6, 2007, in response to statements of community concern, the TDSB particularized the Panel’s Terms of Reference³. The Panel was asked to ensure that it included in its review, “the particular risks to the safety of female visible minority students that may exist within our schools.”

³ Attached as Appendix “B” to this Interim Report is a copy of the letter from Jerry Connelly, dated July 6, 2007, clarifying the Panel’s Terms of Reference.

The Panel has initiated consultations and research with stakeholders in the education system, community groups, social service agencies, youth and academics in order to investigate the ways in which factors such as gender, ethnicity, religion, immigration status and race can impact on student safety in schools. This issue will be fully analyzed in the Panel's Final Report.

SECTION 1.2: OVERVIEW OF INTERIM REPORT

This Interim Report will focus primarily on the perspectives of students at C.W. Jefferys. The perspectives of the students were canvassed through two methods – (1) private and individual consultations with C.W. Jefferys students; and (2) the administration of an extensive survey of all students at C.W. Jefferys. The Panel also conducted individual consultations and surveyed the teachers, administrators and staff at C.W. Jefferys. At this stage, however, the Panel feels that it would be inappropriate to provide a detailed analysis of their perspectives and issues as the Panel has not had a full opportunity to consult with some teachers and staff who have requested consultations, the involved unions and various political representative bodies (e.g. the Ontario Secondary School Teachers' Federation). The Panel has scheduled consultations with many of these important stakeholders and will be providing a detailed analysis of those perspectives in its Final Report.

The Panel is cognizant of the fact that a comprehensive report on the state of C.W. Jefferys necessitates the input and voice of the C.W. Jefferys family: students, parents, teachers and staff. As such, where appropriate, the Interim Report will discuss some of the recurring themes that were raised by the students and have been echoed in the consultations with the C.W. Jefferys teachers, staff and administration. In addition, the Interim Report will include some discussion of the perspectives of youth, community organizations, public interest groups, trustees and concerned community members with whom the Panel has consulted.

The individuals who consulted with the Panel did so voluntarily and under the protection of confidentiality, if so requested. These individuals should be applauded for their courage and willingness to assist the Panel's process, as well as their dedication to the goal of improving school safety. In keeping with the confidentiality of the consultation process, the opinions and information provided by interviewees will not be attributed unless the individual has authorized the Panel to do so.

By way of overview, the Interim Report is divided into four distinct chapters. The second and third chapters address the interim findings of the Panel through its various consultations, the research conducted to date, and a preliminary analysis of the student survey.

Chapter 2 of the Interim Report provides an overview of the school environment at C.W. Jefferys. This Chapter will itemize and discuss the themes that have been expressed consistently over the course of the Panel's consultations with the C.W. Jefferys community. Many of these recurring themes have also been expressed in consultations

with youth and parents from the broader school community within the “Jane and Finch” area.

Chapter 3 of the Interim Report discusses some of the preliminary data that has been collected from the student surveys. The data confirms many of the concerns expressed in the previous chapter and raises some additional issues that will be addressed in the Panel’s Final Report. A detailed analysis of the student survey results and the teacher survey results will be produced in the Final Report.

Chapter 4 details the Panel’s preliminary conclusions and discusses the Panel’s ongoing research activities, meetings, public deputations, and consultations that will form the basis of the Final Report. This Chapter outlines four narrow recommendations that the Panel feels should be addressed prior to the completion of the Final Report.

The Interim Report is not meant to be an exhaustive report on the health of C.W. Jefferys or more generally on the appropriateness of the policies and procedures at the Toronto District School Board. With only ten weeks to conduct comprehensive consultations, administer surveys and research systemic issues, it would be irresponsible of the Panel to attempt to conclusively address these very important issues at this early stage. The Interim Report is intended to flag some of the recurring themes identified during the Panel’s work to date. These recurring themes will assist the Panel in further analyzing issues of school safety and recommending, in the Final Report, methods for improving the C.W. Jefferys environment and more generally the procedures and policies of the Toronto District School Board.

SECTION 1.3: METHODOLOGY

When the Panel began its mandate, its first order of business was to attempt to consult directly with members of the C.W. Jefferys family prior to June 27, 2007 - the end of the academic school year. As mentioned in the previous chapter, the Panel’s initial wave of consultations involved meeting with the immediate stakeholders - students, parents, teachers, administrators, and staff at C.W. Jefferys.

In meeting with these stakeholders, we asked them to identify their concerns and to describe the type of school that C.W. Jefferys was with specific regard to safety concerns in the wake of Jordan Manners’ death. During the consultations with students, a number of themes were expressed consistently. These themes were in large part corroborated by what the Panel heard from C.W. Jefferys teachers, administrators, and staff.

After meeting and consulting with members of the C.W. Jefferys family, the Panel developed a number of research methods aimed at studying, both quantitatively and qualitatively, the themes expressed by the students and echoed by other stakeholders. The first research methodology immediately engaged by the Panel was to design and administer comprehensive surveys to the students and the teachers at C.W. Jefferys. A 32-page survey was administered to students from Grades 9 to 12 over a two- day period. In addition, a 31-page survey was prepared and provided to C.W. Jefferys teachers.

In the following sections of this chapter, the Panel will itemize and discuss the recurring themes that were shared with the Panel during the initial wave of consultations. Where possible, the Panel has included data from the Toronto District School Board with respect to expulsion and suspension rates, safe school transfers, graduation rates, university attendance and other data collected about C.W. Jefferys and other schools in the North-West 2 (“NW2”) family of schools. This data provides context for the more specific findings made by the Panel. Chapter 3 of the Interim Report will examine some of the preliminary data that has been collected from the student survey. A detailed analysis of the student and teacher surveys will be presented in the Final Report.

The School Environment at C.W. Jefferys C.I.

SECTION 2.1: C.W. JEFFERYS' PLACE IN THE TDSB

A. Organization of the Toronto District School Board

The Toronto District School Board is the largest school board in Canada, and amongst the largest in North America. The TDSB serves approximately 284,000 students, including approximately 89,000 high school students.

In addition to being one of the largest boards, the TDSB is also one of the most diverse. Approximately 49% of TDSB students have a language other than English as their first language. More than 75 languages are reflected in the language background of TDSB students.

Approximately 30% of TDSB students were born outside of Canada, representing 175 different countries. Approximately 10% of TDSB students have arrived in Canada in the last three years.

The administration of such a large and diverse board is a staggeringly complex undertaking. The 1998 amalgamation, requiring the integration of seven different school boards, all with different policies and practices, has made supervision and management even more challenging.

The City of Toronto is divided into 22 wards, and school trustees are elected to represent each ward. The TDSB has divided itself into four geographical quadrants: South-West, South-East, North-West, North-East. These quadrants are further sub-divided into 24 “families of schools”, which bear no geographic relationship to the City of Toronto’s 22 wards. The families of schools are clusters of elementary and secondary schools located in a specific geographic area, with most of the elementary schools feeding into the family’s secondary schools. As City of Toronto wards and TDSB “families of schools” do not overlap, trustees can be responsible for schools in more than one family, as is the case in the family of schools of which C.W. Jefferys is a part.

B. The North-West 2 Family of Schools

C.W. Jefferys is located in the NW2 family of schools, which encompasses the area from Keele to Islington, and Sheppard to Steeles. There are 22 schools in the family, including three high schools.

NW2 falls within a neighbourhood identified by the City of Toronto as “Glenfield-Jane Heights.” A recent United Way report on poverty in Toronto found that Glenfield-Jane

Heights is one of 23 “very high” poverty neighbourhoods, with a 50.1% poverty rate.⁴ The population density is amongst the highest in Toronto due to the prevalence of high-rise apartment buildings. The community has been hard hit by a decade of declining median income in Toronto.⁵

The area is also home to a large proportion of newcomers to Canada, and is characterized by significant racial, ethnic, religious and cultural diversity.

The schools in NW2 are in the top quarter of the “Learning Opportunities Index” (LOI), a ranking based on factors such as median income, housing, level of education and immigration in particular areas of the City. The index ranks each school from the most needy to the least needy. The Schools in NW2 are identified as being amongst the “most needy” in the Toronto District School Board.

The barriers and hardships associated with low incomes and poverty are well known. It is not surprising that income has been found to be strongly correlated with student success. Recent TDSB research has demonstrated that there are significant differences in performance between low income and high income neighbourhoods. For example, of students participating in the 2004-05 mathematics assessment living in the lowest income neighbourhoods, only 38% achieved either the provincial standard or higher. In contrast, of students living in the highest income neighbourhoods, 72% achieved the provincial standard or higher, almost twice the rate of the lowest income neighbourhoods. Similar findings were made with respect to the standardized literacy tests.⁶

In summary, the administration of the NW2 family of schools faces numerous challenges and opportunities, given the diversity of its student population, and the high needs of some of the communities surrounding the schools.

C. C.W. Jefferys Collegiate Institute

C.W. Jefferys is located at the heart of the NW2 family of schools, and serves approximately 900 students. There are two other high schools in NW2. Emery Collegiate Institute has approximately 1,000 students, while Westview Centennial Secondary School has approximately 1,300 students.

Fifty-seven percent of C.W. Jefferys’ students speak a primary language other than English. Eight percent of its students have been living in Canada for two years or less. Fourteen percent of its students have been living in Canada for three to five years.

C.W. Jefferys ranked 12th in the 2007 Learning Opportunities Index, placing it roughly in the middle of secondary schools within the Toronto District School Board. By comparison, Emery placed 16th, while Westview has one of the highest LOI scores in the TDSB.

⁴ United Way, “Poverty by Postal Code: The Geography of Neighbourhood Poverty (1981-2001)” (April 2004) at p. 27.

⁵ Ibid.

⁶ TDSB, “TDSB Secondary Student Success Indicators, 2004-2005” (May 2006).

SECTION 2.2: INDICATORS OF STUDENT SAFETY AND SUCCESS AT C.W. JEFFERYS

A. Students Set the Record Straight

While the Panel did receive some degree of “mixed messages” regarding school safety, it was struck by the largely positive views of C.W. Jefferys shared by students, parents, teachers, and staff. The majority of those interviewed from the C.W. Jefferys family told the Panel with pride that C.W. Jefferys is a school with high academic standards, a diverse student body, a safe environment and an excellent and enviable arts program.

In the month following the death of Jordan Manners, the Panel met with 41 C.W. Jefferys students for individual, confidential consultations about their perceptions of their school. Of these students, 33 reported that they did not have any significant safety concerns at the school.

One 17 year-old, female Grade 12 student echoed the comments of many others when she told the Panel that in her view the shooting was an “isolated incident” that could have happened in any school:

“I think that what happened was an isolated incident. I don’t think it has a direct reflection of this school. I still feel the same way about the school as I did when I first entered. When I first came, I knew that Jefferys was a really good school because it has the Art program, apparently it has the highest rate of graduating students and students going to university, so I always thought highly of Jefferys and thought it was a good school to come to. And I was lucky I lived down the street so that I could come here and not have to transfer.”

A number of students commented on their positive experiences with the school and its teachers, and spoke of experiences that they will take with them long after they leave. For example, one student spoke highly of her experience in the school’s Peer Mediation Program, although she wished that more students would participate. In another very powerful example, a female Grade 10 student spoke of how her experiences in the Leadership Program helped her to overcome the negative impact of the shooting in the school:

“At first, when I first came to the school, I came the next day after the shooting ‘cause we had a field trip planned from a long time ago. We didn’t know what was going to happen the day before. But we had a field trip. So I came that day and we still had the trip going on for the Leaders Today program that happens in our school. We were going to a conference to celebrate all the things that we have done for the school this year. We raised \$2,000 to build a school in Africa for kids who don’t go to school. We raised enough money and then we combined it with a different school and we got enough money to make a school in Africa. It was a good experience after something negative like a shooting and then going to something like that, when you just made a difference in someone else’s life. It was really good. I loved it.”

Students were asked about their perceptions of gang activity in the school. Twenty-two of the 41 students interviewed reported that gangs were not a serious problem or presence at the school.

However, some students did express concern about a gang presence in the school and commented on feelings of fear and insecurity when they saw groups of students wearing “gang colours” and bandanas. Gangs identified as being active in the local community were “Crips” and “Bloods.” Crips were identified with the colour blue. Bloods were identified with the colour red.

Some of the differences in perceptions concerning gangs in the school can be attributed to different interpretations of the wearing of “colours.” A number of students, staff and teachers told the Panel that the wearing of so-called “gang colours” was not indicative of whether or not a student was actually a part of a gang. Colours could merely signify the neighbourhood in which a student lives. For example, the Panel was told that the colour blue is also associated with certain neighbourhoods north of Finch. The colour red is associated with certain neighbourhoods south of Finch.

Students often spoke disparagingly of “wangsters”, or “wannabee gangsters” who wore colours, but were not actually part of a gang. An 18 year-old Grade 12 student, when asked if he and his friends talked about gangs in the school, replied: “We usually call them “wangsters” – people that want to be gangsters. And we actually make fun of them....There’s no gangsters here.”

A number of students described C.W. Jefferys as a “soft school” as compared to other schools in the area with far more serious safety and gang-related issues. Several had attended other secondary schools prior to C.W. Jefferys and commented that the school was safer, or “more peaceful” than their prior experiences.

Many students, parents, teachers and staff commented that if the shooting could happen at C.W. Jefferys, it could happen at any school. They were concerned that having a reputation as a “bad school” would negatively impact students once they graduated and impair their ability to get into post-secondary education. As one student commented, “safety should not be defined by one event.”

Students, parents and staff told the Panel again and again that they were concerned that the school had been unfairly maligned as a result of the shooting. One 18 year-old, female student commented:

“Everyone [in the school] is smart in their own way. They just need a little bit of help just bringing it out... I go to this school, I know, but not many people know that about Jefferys, they just see whatever they see on TV. I think that’s wrong. I don’t think it’s fair that they always take the bad stuff and then put that on the media....More than half the people that I know in grade 12 are going to university but no one says that. They just say, “someone got shot from this school.” That’s not fair... People that really know Jefferys, people maybe from the area, know that it’s not a bad school. People that are from far, just knowing the area, they will think

something wrong...This is actually a good school, there is nothing really wrong with it."

The feeling of frustration over being unfairly labelled was very pronounced with many students. One Grade 12, male student, who came to C.W. Jefferys for the arts program, commented that:

"[After the shooting] I saw a lot of people annoyed. They feel like it was unfair. That's just the feeling I got – unfair – because this school doesn't deserve to have such a big thing. There's other schools that people think sometimes that would happen. ... After [the shooting], this school was portrayed as a dangerous school. It's kind of annoying because it's not. It's not. I mean, it happened. But it's something that could have happened anywhere, I guess."

Another 17 year-old, Grade 12, female student astutely observed:

"Jefferys has never been on the map until this incident happened. I used to go places, and people would ask me "What high school do you go to?" and I would say "Jefferys, C.W. Jefferys." They would be like, "Where?" And now when I go "C.W. Jefferys" people say, "That name sounds so familiar" and I say "That's where that kid got shot." And they are like, "Oh my God!" What's so "Oh my God" about it? It's a school and that happened, yes. But when you think about Virginia Tech, harbouring a kid who shot 30 people...Is that a bad school? Is it a bad school? It's not a bad school. Some of the biggest geniuses came out of that school."

This same student, who chose to attend C.W. Jefferys for its arts program, commented passionately that "If anyone would ask me for a school to go to, I would recommend it any day."

The challenge, noted one Grade 11 student, is to "show the community that it is the same school as two months ago." This is a challenge that the Panel takes seriously. The available data on student performance and school programs demonstrates that the students of C.W. Jefferys are right to be upset at how their school has been portrayed. C.W. Jefferys is not a "war zone". The students of C.W. Jefferys, many of whom were traumatized by the shooting and subsequent school lockdown, should not be re-victimized by inaccurate stereotypes about themselves and their school. They deserve to have the record set straight.

B. Sources of C.W. Jefferys Pride

i. The Specialized Visual Arts Program

C.W. Jefferys is designated a “Specialized Visual Arts School”, which offers programs in Comprehensive Visual Arts, Specialized Visual Arts, Photography and Digital Photography. The Specialized Program is a four-year program, which allows each candidate to earn a total of 10 credits in Visual Arts. The program offers a wide spectrum of academic and studio classes ranging from Drawing, Technical Drawing, Anatomy and Life Drawing, Design, Painting, Printmaking, Graphic and Information Design, Computer Graphics, Art History, Pottery and Sculpture. In fact the school draws its name from a Canadian artist.

Members of the teaching staff are professional artists with commercial and industrial experience.

Enrolment for the program is limited to 25 students per year. According to literature provided to Grade 8 students by the school, 100% of C.W. Jefferys specialized visual arts students are accepted into the post secondary institution of their choice. C.W. Jefferys arts students have gone on to prominent work in the industry at studios such as Disney.

The Panel heard that the program is very highly regarded, drawing students from across the city.

ii. The ESTE²M Program

C.W. Jefferys also offers the ESTE²M program, an enriched Science, Technology, and Mathematics program. Like the specialized arts program, the ESTE²M program accepts 25 students each year.

iii. Math and Literacy Standardized Testing Results

In the 2006-2007 literacy tests, 81% of TDSB fully participating first-time eligible students were successful in both reading and writing. The provincial average was 84%. C.W. Jefferys students lag somewhat behind the TDSB average, and ranked in the middle of the NW2 schools. Sixty-five percent of C.W. Jefferys first-time eligible students were successful, compared to 71% of Emery students and 54% of Westview students.

In terms of the mathematics assessment, C.W. Jefferys students fared better, though like TDSB schools generally, they fell below the provincial average. Twenty-two percent of C.W. Jefferys students were at, or above the provincial standard, compared to 16% of Emery students and 18% of Westview students. The TDSB average was 25%, and the provincial average was 39%.

iv. Graduation Rates

The TDSB tracks graduation and drop-out rates by age, rather than by grade. 17 year-olds are considered age appropriate for Grade 12 Year 1 (or Year 4 of secondary school). 18 year-olds are considered age appropriate for Grade 12 Year 2 (or Year 5 of secondary school).

According to these statistics, 17 year-old C.W. Jefferys students are graduating at a lower rate than other high schools in NW2 and than in the TDSB more generally. In 2005-2006, 41% of C.W. Jefferys students had completed their diploma, compared to 43% in the family of schools and 56% in the TDSB. The drop out rate for 17 year-old C.W. Jefferys students was a high of 19%, compared to 17% in NW2 and 10% in the TDSB.

However, 18 year-old C.W. Jefferys students are graduating at a slightly higher rate comparatively. In 2005-2006, 57% of 18 year-old C.W. Jefferys students graduated, compared to 53% in the NW2 family of schools and 55% in the TDSB generally. The drop out rate for 18 year old students was comparable to the rate found in NW2 and the TDSB – the rate was 21% for C.W. Jefferys students, compared to 22% in the family of schools and 21% across the TDSB.

C.W. Jefferys students apply to post-secondary institutions at a higher rate than other NW2 schools. In 2004-2005, 38% of 17 year-old C.W. Jefferys students applied to university and/or college, compared to 30% of 17 year-old students in NW2 and 45% in the TDSB. In that same year, 36% of 18-21 year-old C.W. Jefferys students applied to university and/or college, compared to 29% in the family of schools and 32% in the TDSB more generally.

According to C.W. Jefferys promotional materials, its students are excelling academically once they leave the school. Of the 96 students who applied to University in 2005, 86 were accepted – a 91% success rate. This compares favourably with the TDSB-wide statistics from 2004: in that year 34% of 17-21 year old students applied to Ontario universities, 27% (a 79% acceptance rate).⁷

In 2005, nineteen C.W. Jefferys students were recipients of the “Queen Elizabeth II Aiming for the Top Scholarship”. One C.W. Jefferys student won 1 of only 9 Governor’s Awards of Distinction and 1 of only 6 Awards of Achievement from York University. Two students received Visions of Excellence Awards. At the spring 2005 York University Science Olympics, C.W. Jefferys was 1st in Chemistry, 5th overall (out of 67 schools). Numerous graduates received scholarships. Of the 400 schools listed on the Ryerson University Website, C.W. Jefferys was third in terms of the number of scholarships awarded students in 2005, with nine scholarships awarded (just behind Unionville – 3 and Albert Campbell – 11.).

⁷ TDSB, “TDSB Secondary Student Success Indicators, 2004-2005” (May 2006) at p. 97.

C. Suspension/Expulsion Rates

One measure of whether a school is experiencing severe behavioural problems with students, including gang-related behaviours, is the number of students who have been subject to discipline such as suspension or expulsion. Caution should be taken before drawing firm conclusions from such data. The Panel has heard anecdotal evidence that administrators are under pressure from the TDSB to lower suspension and expulsion rates. If such pressure exists, the extent to which individual administrators succumb to the pressure could affect the accuracy of the statistics. Moreover, the *Education Act* allows for a certain amount of discretion in disciplinary decisions, which could also explain some of the individual differences among schools.

Nonetheless, information concerning suspension and expulsion rates can provide a small window into the health of a school. The available data suggests that C.W. Jefferys suspends or expels students at a higher rate than the TDSB average, but at a significantly lower rate than other schools in NW2.

In 2005-2006, 185 of the TDSB's 276,507 students were expelled, representing 0.07% of the student body. In that same year, there were 17,915 suspensions, representing 11,818 individual students, or 4.27% of the student body. From September 2006 to February 2007, the suspension rate dropped to 2.33%.

In 2005-2006, there were 87 suspensions at C.W. Jefferys, representing 60 individual students from amongst the total school population of 904 students (6.64%). From September 2006 to February 2007, 3.82% of students were suspended.

Emery Collegiate Institute handed out 107 suspensions to 77 of its 1032 students in 2005-2006 (7.46%). From September 2006 to February 2007, 5.52% of students were suspended.

Westview Centennial S.S. has the highest suspension rate in the family of schools and, in fact, one of the highest suspension rates in the TDSB. In 2005-2006, Westview handed out 518 suspensions to 264 of its 1277 students (20.67%). From September 2006 to February 2007, 14.63% of students were suspended. C.W. Jefferys and Emery expelled less than six students in 2005-2006, while Westview expelled nine.⁸

While suspension and expulsion rates appear relatively low at C.W. Jefferys, it should be noted that the perception amongst some teachers is that these measures are applied only in the most extreme cases. The implication from this perspective is that suspension and expulsion rates are artificially low.

⁸ TDSB statistics do not capture the precise number of expulsions where there have been more than zero and less than six.

SECTION 2.3: RECURRING THEMES IN SCHOOL SAFETY

As discussed in the previous section, there are many positive measures of student success that continue to be a source of pride in the C.W. Jefferys family. These themes are important to bear in mind as they demonstrate that C.W. Jefferys is not the “war zone” that some few have labelled it. C.W. Jefferys does have serious difficulties that need to be addressed and resolved; however, it is by no means unique in this regard. To the contrary, many of the recurring themes in school safety are systemic issues that apply to most of the schools in the TDSB. It is to these themes that we now turn.

A. Hallway Students

Ten out of the forty-one students with whom the Panel consulted indicated that students congregating in the hallways are a significant issue and something that they see as either a safety concern or a difficulty at C.W. Jefferys that they would like to see changed. The students identified the hallway students or “hallway wanderers” as students who are either skipping classes, have been removed from their classes by teachers as a means of disciplining students “acting out”, or youth who are trespassers at C.W. Jefferys. Anne Kojima, a former principal at C.W. Jefferys, explained that some of the “hallway wanderers” are students that have been allowed out of class by their teachers for bathroom breaks. Teachers shared the concern that students being let out of class contribute to the problem of the hallway students. One teacher described the problem as follows:

There are so many teachers who allow their kids out of class early and sometimes up to five minutes early, which is a lot for them to be roaming outside the classroom. And that is a safety issue because they are legally responsible.

The consistent message for students was that “hallway wanderers” were disrupting their education and causing students concern. The following quotes give a sense of how students feel about these hallway students:

- There are 20 students running through the hallways talking constantly and it affects my learning.
- Students in the halls kinda make me nervous. Makes me wonder why they are in the hall.
- Sometimes there are crowds of people that wandered the hallways or near the washroom.
- People just let other people in and they just stay around the hallways. They make a lot of noise and then when teachers say to be quiet because we’re working they don’t do anything, they just kind of run around and make more noise... They let kids in that don’t even go to this school.

One exchange between a Panel member and a particularly forthcoming student suggests that there were regularly outsiders at the school:

Student: *People bring their friends from outside of the school and you don't really know them, you kind of feel awkward if it's just you alone walking there.*

Panel Member: *Now, people from the community you mentioned bringing their friends in from other places. How much does that happen in the school?*

Student: *I do it. Everyone does it.*

Panel Member: *What do you do? You just say to your friend come to school with me on a certain day? How does it happen?*

Student: *It's like, a friend from somewhere else maybe middle school and they probably go to another school and you guys want to just hang out for a day. You just tell them to come visit. Like for multicultural [festival], I brought friends who don't come to this school because I was performing in it. It's easy. You just bring them in. It's easy to get them in.*

Panel Member: *On a regular instructional day when you've have your classes they wouldn't come around to your class. They wouldn't come to your classes?*

Student: *They could come into your class. Our school has allowed that. You probably either not go to class or they come at lunch [and] you meet them up outside. You can walk around the school with them most times.*

Panel Member: *So that's how the outside presence would get into the school. Are there any other outside presences? Are there people that have no link to the school, who just walk in off the street? Do you have much of that to your knowledge?*

Student: *I don't think people do that.*

Panel Member: *You've never had that experience?*

Student: *We haven't had random people walking in. I'm pretty sure that they would know somebody.*

The disruption caused by the hallway students was further confirmed by other stakeholder consultations. Many of the teachers consulted described the hallway students as a troubling issue. Teachers also expressed concern about the educational health of the “hallway wanderers”, noting that these were the students most likely to fail. The following comments were typical of how teachers felt about students in the hallways:

“Not getting away with things that I think were not acceptable to get away with and creating a downward spiral over the last few years of somewhat chaos in the hallways and that sort of thing. And that would be due to lack of real and consistent consequences handed down to all students.”

“...other safety concerns such as students in the hallways during classes and so on and so on, they somehow are really connected to this first one because the students that you see in the hallways they’re from 50 to 80% probably those students who were sent here from other schools because of some sort of disciplinarian or safety issues. That’s a big problem, big problem. In my understanding, because I have students like this all the time in my class all the time. All the time in my classes. It’s my understanding that first they live a little bit far away so it takes for them longer to get to school. When they come to school classes are already in progress most of the time. So instead of going to classes, which are already in process, they start wandering in the hallways. And that is basically recipe number one for failure in school and for safety issues as well.”

The concerns over hallway students were also confirmed by Ms. Kojima and Charis Newton-Thompson, the past two principals at C.W. Jefferys. In their consultations with the Panel, both confirmed that hallway students are a problem at C.W. Jefferys.

The students who identified the “hallway wanderers” as safety concerns were also critical of the effectiveness of hallway monitors. Some had concerns that at least one of the hallway monitors befriended students and did not attempt to discipline students who were wandering the halls. In addition, some students complained that the hall monitors reacted slowly when their support was required. This opinion was also shared by teachers. One teacher described the ineffectiveness of hallway monitors at C.W. Jeffery’s as follows:

“...I just think that as a hall monitor you should not be a student’s buddy. You should not be a student’s best friend because what happens, unfortunately I would say, because many cases when I hear noise in the hallway I went there and would see [a hall monitor] standing and chatting with students in the hallway, whether male students or female students....Another thing that I would say that made me angry a little bit, is officially [the individual] is a hall monitor, right? So he has to be in the hallways. What is the busiest time for the hall monitor? It’s lunchtime where all the kids are in the hallways. What was happening at lunch time for the last seven months, [the individual] was in the single gym overseeing or supervising boys playing basketball.”

Prior to the death of Jordan Manners, C.W. Jefferys had two-full time monitors. After Jordan Manners' death, two additional hall monitors were hired. Generally, the students welcomed the additional hallway monitors and viewed the additional hall monitors as contributing to a safer school environment.

B. Safe School Transfers

Two out of the forty-one students interviewed identified safe school transferees as an issue that is negatively affecting school safety. Briefly, safe school transfers involve the transfer of students who are subject to judicial interim release conditions that prohibit them from returning to their school (although there are several other situations in which this type of transfer can be used). The TDSB policy and procedures on Safe School Transfers will be described in detail below.

When reviewing the student consultations in isolation, the issue of safe school transfers does not appear to be a high priority issue. As a result, the survey was not designed to quantify this issue; however, as the consultations with teachers continued, it became apparent that safe school transfers were a significant issue at C.W. Jefferys, which receives more safe school transfers than it sends out to other schools.

One student who identified safe school transfers as an issue described the problem as follows:

"We need serious funding. If we had serious funding stuff like Jordan Manners and stuff like that wouldn't be taking place. Because half the kids in our school are transfer kids. I don't know if you know what those people are. Basically, what my teacher told me, if two kids fight in one school, right? What the school does is that they send one kid to one school with a whole new record and they send one kid to another school with a whole new record. We have a lot of kids from Westview, who are a pain. Because then the kids at this school are like, that's my turf. You know, that whole gang thingy?"

Another student, in an exchange with a panel member, described the impact of safe school transfers on the school as follows:

Panel Member: *We heard comment about this being a transfer school. That if there is an incident on another site one student is placed somewhere and one student is placed somewhere else... Do you think that's an issue for C.W. Jefferys?*

Student: *Yeah, because now we're getting the name. Because kids are coming from Westview, kids are coming from wherever. And we're the one's left with the bad name. It's not the students in this community. It's the students who*

come from other schools. Why should they be able to just come here with a clean record?

Panel Member: *So tell me about this clean record. When another student mentioned this, I really wasn't clear. So if you were involved in an incident, a violent incident say at your home school, you would come here and it would be a clean slate?*

Student: *Right. But what does that do for the kid? It gives them another chance to go mess up again. I'm not trying to sound pessimistic. They could also use it to their advantage and carve a fresh start and become a good student but realistically they are going to be glad they're getting a second chance to just start again.*

Panel Member: *So in your mind it doesn't generally get turned around by being a transfer student?*

Student: *No.*

Panel Member: *What would you see doing with those students if they couldn't be transfer students? Would you see putting them all in one site?*

Student: *No.*

Panel Member: *Is that ghettoizing them? Or what would you see doing with them?*

Student: *Its up to them where they want to go but their record should follow them.*

Panel Member: *So you would still see the fact that they would have access to public education but you're more fair solution would be that the record would follow them when they come?*

Student: *It's a little extreme to put them all into one place because yeah, people mess up. A lot of them do learn from it. So it's just isolating them like that making feel like they don't belong somewhere.*

Melanie Tennant, the Curriculum Leader of guidance at C.W. Jefferys, described the issue of safe school transfers as follows:

"More likely than not that student came from safe school transfers because of something abhorrent they have done at another school [and they] continue the same pattern. Because if you look at the date of when they leave and the date of when they come, unless they have been suspended for 20 days in between, whether anything has happened on behalf of remediation or help for these kids plopped from one place to the next."

Based on a review of internal email correspondence between C.W. Jefferys administrators, it would appear that safe school transfers were not welcome additions to the school. Upon realizing that C.W. Jefferys would be receiving two safe school transfers in the fall of the 2003-2004 school year, one administrator commented in an email, “I guess we weren’t as lucky as we thought. It looks like two students will be coming our way”⁹. Without a doubt, there is a significant portion of people who see safe school transfers at C.W. Jefferys as an important issue. One teacher described the safe school transfer issue as one of the most significant school safety issue in the last five to seven years:

“Probably the biggest issue that I see if you want for the last two years, but I would say for the last five, six, seven years that I have been here, is safety transfers, administrative transfers; basically students who have been expelled from their school and sent to our school. That is, I would say probably one of the biggest safety concerns that I can see.”

The TDSB policy provides for two forms of student transfers. Both systems of transfers have their own distinct procedures. Safe school transfers are the responsibility of the Safe Schools Office. Administrative Transfers are the responsibility of school administrators¹⁰. Generally speaking, a student will be a safe school transfer in the following circumstances:

1. if the student is returning from a limited or full expulsion and there are exceptional circumstances that require the student to change schools (generally students are expected to return to their home school);
2. a student has been charged with a criminal offence and has court conditions requiring him or her to stay away from the school or from another student who is a co-accused or a victim; or
3. the student is returning where for specific reasons they may have been denied access pursuant to sections 307 or 265(1)(m) of the *Education Act*.¹¹

Safe school transfers are administered through the Safe Schools Office at the Toronto District School Board. The Safe Schools Office will organize the transfer of the student from the sending school and select a school to place the student (the receiving school). The Safe Schools Office forwards all pertinent information to the receiving school including a copy of the student index card, credit summary, history of suspensions and any disciplinary information. It should be noted that the current TDSB policy on safe school transfers does not require the receiving school to inform the Safe Schools Office if there are any serious disciplinary or attendance issues during the initial period of

⁹ Internal email communications from C.W. Jefferys dated July 3, 2003.

¹⁰ Safe Schools Student Transfer, Operational Procedure PR.540 SCH

¹¹ *Ibid.*, at pg. 1-2

transition or to notify a parent or guardian of a student who is not adhering to the conditions of the transfer¹².

Administrative transfers are employed where a student requires a compassionate transfer, are involved in serious incidents off-school property (where there are no disciplinary consequences from the school or legal conditions not to return to school), or the student is, as a victim or perpetrator, involved in incidents in which their continued presence in the school may create a potentially unsafe situation¹³. Administrative transfers are done at a school to school level. This means that a principal from the sending school will make arrangements to find a receiving school and organize the transfer. Notification to the Safe Schools Office is not required¹⁴. As a result, it is difficult to compile official statistics on the number of administrative transfers in the TDSB.

The Panel has received safe school transfers data for the 2006-2007 school year across the TDSB¹⁵ from the Safe Schools Office. The data indicates that in the 2006-2007 school year, C.W. Jefferys transferred six students as safe school transfers, and received 11. In the 2006-2007 school year, C.W. Jefferys was a “net receiving school” because it received more safe school transfers than it sent out. Across the TDSB there were 691 students that were deemed to require a safe school transfer. In the 2006-2007 school year, the Northwest quadrant had the highest number of school transfers (both sending and receiving). Below is a comparison of safe school transfers by quadrant:

Quadrant	Sending Secondary	Receiving Secondary	Sending Elementary	Receiving Elementary	Sending JHS	Receiving JHS	Total Sending	Total Receiving
NE	75	68	18	14	9	3	102	85
SE	105	89	8	8	NA	NA	113	97
NW	208	201	62	51	NA	NA	270	252
SW	179	151	27	22	NA	NA	206	173
TOTAL	567	509	115	95	9	3	691	607

Of the 28 secondary schools in the Northwest quadrant, C.W. Jefferys received the eighth highest number of safe school transfers (11). Based on the limited historical data collected by the Panel it would appear that the number received by C.W. Jefferys in the past was lower than the 2006-2007 school year. For instance, on February 12, 2003, data collected by the administration at C.W. Jefferys suggested that the school received seven safe school transfers and sent out five students¹⁶.

¹² *Ibid.*, at pg. 2

¹³ *Ibid.*, at pg. 3

¹⁴ *Ibid.*, at pg. 3 and 4

¹⁵ The Panel made a request to the Safe Schools Office for Safe School Transfer data for each school in the TDSB for the period of 2002-2007. Due to logistical reasons the Panel was only provided with the 2006-2007 data. The remaining data is forthcoming and will be presented in the Final Report.

¹⁶ This data was collected from internal email communications between administration at C.W. Jefferys. As such, at this time the data collected cannot be verified as accurate. The Panel has requested historical data on safe school transfers from the TDSB.

In the NW2 family of schools, C.W. Jefferys received the least number of safe school transfers of any secondary school. Emery Collegiate Institute received 14 and Westview Centennial Secondary School received 13. Similarly, C.W. Jefferys sent the least number of safe school transfers of the NW2 secondary schools (6). Emery Collegiate Institute sent 9 safe school transfers while Westview sent 30 safe school transfers. Below is a comparison of safe school transfers data for secondary schools in the NW2 family of schools.

SCHOOL	QUADRANT	SENDING	RECEIVING
SECONDARY			
C.W. Jefferys CI	NW Sec.	6	11
Emery Collegiate Institute	NW Sec.	9	14
Westview Centennial SS	NW Sec.	21	13

The above noted data should not be interpreted as labelling any school as safer than its sister schools. The above data does not reflect the reasons for the safe school transfer or whether the conduct that necessitated the transfer occurred on or off school property. In addition, the Panel was advised during a consultation with Michael Hill, Safe School Administrator for the Northwest Quadrant, that some numbers may be anomalous. For instance, Mr. Hill advised the Panel that one incident that occurred outside of school property required the safe school transfer of a dozen students from one secondary school. The numbers for that school would be artificially high. As such, a trend analysis with data from several years would be more useful than viewing the data for any given school year in isolation. What the data does clearly illustrate is that the number of safe school transfers at C.W. Jefferys in the 2006-2007 school year was not abnormally high (in comparison with other secondary schools), and that the number of safe school transfers at C.W. Jefferys only make up a very small percentage of the entire student population.

What is also clear is that students who are subject to safe school transfers are youth with significant issues that need to be resolved. In reviewing the reasons for the transfers from two secondary schools in the Northwest quadrant it became apparent that the conduct alleged was serious criminal activity that in most cases involved both on and off school incidents. The concerns from many parents, teachers, administrators and community organizations was that while it may be necessary to transfer these students there appears to be no transitional programming and counselling for these troubled students. These students are essentially “programless” safe school transfers.

A review of the TDSB policy on Safe School Transfers and Administrative transfers reveals that there are no intermediary programs or counselling that students are required to receive prior to being sent to the receiving school. At a public consultation held at C.W. Jefferys on August 10, 2007, Melanie Tennant confirmed to the Panel that safe school transfers do not receive any programs or counselling prior to their transfer to a

receiving school and that these “walking wounded”¹⁷ students, many of whom are safe school transfers, have a disproportionately negative impact on the health of a school.

Ms. Kojima and Ms. Newton-Thompson shared with the Panel their concerns with programless safe school transfers. Much like the concerns expressed by Melanie Tennant in her public depositions, both Ms. Kojima and Ms. Newton-Thompson confirmed that safe school transfers do not receive any form of mandatory counselling or programs prior to being transferred to the receiving school. Ms. Kojima described the safe school transferees as “fish out of water”. Ms. Newton-Thompson explained that there were students transferred to C.W. Jefferys that had anger management problems and prior to their transfer they received no counselling. Ms. Newton-Thompson further explained that these programless safe school transfers became harmful influences to the population of the receiving school.

Ms. Kojima expressed concerns that the safe school transfers became “a real strain on the receiving school”. For example, Ms. Kojima explained that matching a transferee’s schedule was a difficult task and often times the student’s schedule could not be completely matched. As a result, the transfer students would receive “spares” where they had no classes scheduled. Ms. Kojima explained that the students without a full timetable and multiple spares contributed to the ranks of hallway wanderers.

Ms. Kojima further explained that students who were transferred to schools within the same family of schools would not necessarily receive a “fresh start”. This was particularly the case in the NW2 region which covered a relatively small geographical area. Students would know who was a safe school transfer and teachers would eventually find out through the “whisper campaign”¹⁸. Ms. Kojima explained that she was a believer in giving students multiple chances at the same school or even within the family of schools, but that at some point, students would have to be moved outside of the family of schools to receive a “fresh start”. Ms. Tennant shared the concern of transferring students within the same family of schools where they continue to be exposed to the same bad influences or connections:

“The biggest issue that I have with the safe school transfer policy is that they circulate the kids in the neighbourhood schools. For example, there is Westview, Jefferys, Emery, Northview, we are all fairly close. A lot of our kids share the same neighbourhoods. And inevitably we get safe school transfers from Westview or Emery or Downsview or somewhere like that and we send ours there. They always seem to be circulated amongst the same.... And that’s my biggest complaint about safe school transfers is that you are taking kids from the same neighbourhood and moving them from one school to the next and they have all the same kinds of connections that we are hoping that they wouldn’t have because whatever

¹⁷ The term “walking wounded” was used by Dr. Akua Benjamin in her consultation with the Panel to describe students who have serious problems and have not received any form of counseling or support.

¹⁸ Ms. Newton-Thompson explained that teachers would find out whether a student was a safe school transfer through the “whisper campaign”.

it was at Westview they find the other half of their friends and their populations that they spend their time with at Jefferys and so on.”

It should be noted that the *Education Act* does not provide for any statutory regime for the transfer of students. Unlike suspensions and expulsions, there are no statutory safeguards or appeal procedures (by parents or students) that govern safe school transfers. Practically speaking, schools must be able to transfer students from their home school in exceptional circumstances. If a judicial interim release requires that a student stay away from his or her school, the TDSB’s obligation to ensure that the youth is afforded his or her right to an education remains. In those circumstances, as well as many other situations, the use of safe school transfers is completely legitimate. There are, however, concerns that safe schools transfers are being utilized for ulterior purposes.

Through consultations with community organizations and community legal clinics, the Panel heard from individuals that were concerned that schools were using the safe school transfer process as a form of discipline. The implication was that administrators were using the safe school transfer process to reduce the use of expulsions and to avoid the statutory procedural rights that accompany a decision to expel a student (i.e. appeal rights). In a case currently before the Divisional Court of Ontario, two African Canadian secondary school students are judicially reviewing a Principal’s decision to transfer them from their home school (*K.B. v. Toronto District School Board*)¹⁹. The two children were originally suspended for 16 days as a result of an alleged assault on another student on school property, as well as an incident that happened off school property. The two students were charged with assault but were released with a condition to have no contact with the victim. There was no condition with respect to staying away from the school or from staying a certain distance away from the victim. The Principal, acting on the information he obtained through the course of his investigation of the incident, decided to suspend. Subsequent to his decision to suspend the students, the students were told that they were being transferred to C.W. Jefferys as safe school transfers. Three days later, the principal, through legal counsel, sent the youths a Notice Denying Access on the basis that the students were detrimental to the safety or well-being of persons at the sending school. The two students allege that the principal’s decision to remove them from school was intentionally done outside of the expulsion process to prevent them from exercising their rights to have the decision reviewed in the normal course. The case has yet to be decided by the Divisional Court.

The Panel’s Final Report will provide a detailed analysis of the issues described above. In particular, the Final Report will examine the issue of “programless” safe school transfers and their impact on school safety. The Final Report will also examine the allegations of abuse of the safe schools transfer process.

¹⁹ The Panel has included the facts of this case as articulated in the pleadings in the case.

C. Difficulties in the Student Teacher Relationship

Six of the forty-one students interviewed by the Panel have described a break down in the relationship between teachers and students. These students described incidents where students would talk back to teachers or, in some instances, threaten or assault teachers. Teachers echoed this concern. Many of the teachers with whom the Panel consulted described serious incidents of student misbehaviour. Some of the students and teachers described the break down in the relationship as follows:

“Last year police came like every day to school because a lot of kids that yell at the teachers and stuff and like teachers would feel like that they were being assaulted by these kids and now that [name omitted] has been here the police have never come to the school. And there’s stuff happens in the school and nothing is being done about it. There are kids that yell at teachers and I know there are a lot of teachers that do get assaulted and nothing happens and I know she finds out about it....I have never seen anyone hit a teacher but I have heard about it. I heard that a student told a teacher that ‘I’m going a kill you or something’ because she took his PSP away.”

“In the seven years I’ve been here, I’ve notice a gradual decline in the lack of respect that’s shown to teachers from students and administrators and a lack of respect amongst students themselves. I’ve witnessed verbal abuse both directed at me and other teachers. I’ve heard of although I have not experienced incidents of physical violence from students to other teachers but I have seen it amongst students as well. A lot of the times this is happening during class times when students are seen wandering halls. Issues of truancy and tardiness are great concerns. ... There’s been, I would say almost every one of the school’s Code of Conduct has been violated to some extent. For example, there have been dress code violations, there have been students who have refused to give names to teachers when ask in the halls even though it’s a part of the Code of Conduct.”

Related to this issue was a growing sentiment amongst teachers that the administration at C.W. Jefferys was unresponsive to their concerns and was unwilling to impose consequences on students who misbehaved. Some of the teachers described the break down in the relationship between the administration and teachers as follows:

“There have been a few times however, when I didn’t feel that they were dealt with in a serious enough manner. I didn’t think the consequences matched the behaviour, for example. Yes, something was done about it but... Or I was feeling like a student who would be so infamous in the school that it was less likely something would be done about him because he was always in trouble. So even though I would take action there nothing happened in that regard, even after writing a letter, after being asked to write a letter and so on. But I have been lucky in one way, because I don’t have a lot of run-ins with students except for in the hallways perhaps but in the class room I don’t have problems so when I

do have a problem they take it seriously.... However, for a lot of my colleagues it has not been the same and I can see that.”

“And, when looking at these issues, there are a number of reasons as to why I feel this has been happening. One of them is that there is a lack of consequences. If a student is caught in an act that they should not be doing and he or she is referred to the vice principal, often times the teacher would have to write out a very lengthy report, would have to come see the vice principal office to prove it, have the student there if that. The student would at most times in my experience deny it and nothing would be done. The student would be reprimanded and that’s about as far as it would go.”

“There have also been times in my experience when I’ve referred a student down to the vice principal and the vice principal didn’t know what to do regarding the discipline of that student. I actually had one vice principal [name omitted] say “what should I do? what do you want me to do? what can I do? I don’t know what to do? Do you have any suggestions?” When I made that suggestion, the vice principal was very reluctant to follow-up on it.”

The concern that students are not appropriately disciplined by the administration at C.W. Jefferys is not isolated to the recent school year. In the 2005-2006 school year, teachers at the school established a Safety Committee and met with the administration team to explain, amongst other things, their concerns over the lack of consistent consequences for breaches of the Code of Conduct. Clearly teachers’ perceptions of lenient discipline policies at C.W. Jefferys are not isolated to the 2006-2007 school year.

As described in the quotes above, there were some teachers who have expressed concerns to the Panel that the administration was reluctant to suspend or expel students for serious behavioural issues or violations of the TDSB Code of Conduct and the C.W. Jefferys Code of Conduct. Some teachers explained that the teachers and administration were under pressure from the school board to lower the levels of suspension and expulsions at schools:

“Another challenge would be, and I don’t know what they would be per se, but policies coming down from the Board level that that seem to suggest that, this is just sort of, I don’t know the facts about this, but it’s sort of general sense that the teachers have that we’ve been told not to suspend kids – limit our suspensions. Or we have to be careful of that. Which I don’t think that is the answer to our problems anyway. But if it isn’t the answer there haven’t been alternative outcomes for kids with behavioural problems.”

In April, 2006 the Director of the TDSB, Gerry Connelly, sent an email to all TDSB principals and vice-principals declaring that the TDSB schools were safe and that suspension and expulsion rates are lower than the province's overall average rates. The email also indicated that the Board's suspension rates were decreasing overall²⁰. The suspension rates at C.W. Jefferys also dropped significantly. From September 2006 to February 2007, 32 students were suspended at C.W. Jefferys. Some of these students were suspended multiple times such that, in total, there were 42 suspensions during this time period. The total percentage of students suspended during this period was 3.82%. By comparison, for the period between September 2005 to February 2006 a total of 51 students were suspended representing 5.64% of the student population. During the same period of time there were 66 total suspensions²¹.

What accounts for this decrease in suspension and expulsion rates? Why do teachers feel that they and the administrators are under pressure to lower suspension and expulsion rates? One possible explanation is the TDSB's response to the 2005 settlement with the Ontario Human Rights Commission. On July 7, 2005 the Ontario Human Rights Commission initiated a public interest complaint against the TDSB. The complaint alleged that the application of the *Safe Schools Act* amendments had a disproportionate affect on racialized students and students with disabilities. Furthermore, the complaint alleged that the TDSB had failed in their duty to accommodate racialized students and students with disabilities in their discipline procedures and for failing to provide adequate alternative education services for these students who were expelled or suspended. In settling the OHRC complaint, the TDSB acknowledged the widespread perception that school discipline procedures are applied in a discriminatory manner. The terms of the settlement included the following noteworthy sections:²²

Section 3: The TDSB will rewrite its grid of consequences and all related documents to ensure that the use of discretion and the use of mitigating factors are emphasized. The TDSB will ensure that school principals and all other staff are fully informed of and in compliance with this directive. The parties note that nowhere in the *Safe Schools Act*, regulations or related policies do the words "zero tolerance" occur.

Section 8 (b) - The TDSB will ensure that principals are familiar with the current requirement in section D of the TDSB Safe Schools Procedures Manual to consider a wide variety of factors when exercising their authority under sections 306, 309 and 310 of the *Education Act* and Regulation 37/01. In addition, principals will be informed that when they interpret mitigating factors they should consider whether racial or other harassment predicated the student's behaviour, and whether the principles of progressive discipline have been followed. This discretion shall include consideration of mitigating circumstances and the

²⁰ Email from Gerry Connelly dated March 28, 2006

²¹ Data collected from the TDSB website:

http://www.tdsb.on.ca/wwwdocuments/parents/safe_schools/docs/3aSuspensionsbyFOSSept05toFeb%2006vsSept06toFeb07.pdf

²² Settlement between the OHRC and TDSB dated September 2005.

implementation of practices of progressive discipline, if discipline is appropriate, when considering whether a student can be either suspended or expelled.

8. (f) The TDSB will implement a procedure for student discipline with the goal of avoiding suspensions or expulsions. This procedure will be based on the principles of progressive discipline and will include but is not limited to:

- Detention;
- peer mediation;
- restorative justice;
- referrals for consultation; and
- transfer.

The Toronto School Administrators' Association, in a written submission dated August 2, 2007, argued that the changes in policy initiated by the TDSB as a result of the OHRC settlement had created a safety risk at schools²³:

"In the Fall of 2005, the TDSB settled a complaint brought by the Human Rights Commission about the application of the Safe Schools Act in TDSB schools. Elementary and secondary Principals attended a series of meetings during which they heard criticism of the way in which particular groups of students were perceived to have been disciplined for misbehaviours using the TDSB grid of consequences. Subsequent to those meetings, the grid of consequences was revised, safe schools procedures were revised and the practice of progressive discipline was emphasized. One of the goals of the TDSB was to reduce suspension and expulsion rates. These rates have come down; however the costs have been significant. In order to reduce the rates, students are often left in the schools who pose a significant risk to others. Many Principals felt pressure from supervisory officers, trustees and parents to forgo suspensions, expulsions and other consequences when these were in many cases the appropriate responses to specific student behaviours. In many cases, Principals were faced with opposition when they tried to deal with serious offences committed by some students. Principals felt trapped between opposing forces and interests. This uncertainty has led to an increase in negative and destructive behaviour in many schools and in many cases it is starting at an earlier age and in earlier grades than ever before."

In the Final Report, the Panel will examine the TDSB's response to the OHRC settlement and will query whether the current responses by the TDSB have made schools safer.

SECTION 2.4: CONCLUSION

C.W. Jefferys students, parents, teachers and staff are justifiably proud of their school, and quite understandably concerned about its recent negative portrayals. The Panel

²³ TSAA written submission dated August 2, 2007 presented to the Panel at a consultation with TSSA chair Ami Trefler, Former Chair Karl Sprogis and Vice Chair Don Stuart.

reviewed violent incident reports received from C.W. Jefferys and those tracked from the School by the TDSB Safe Schools Department. The Panel recognizes that violent incident reports cannot be considered determinative of the extent of violence in a school since they are filled out most often by vice-principals. The data shows a very low level of violence with no real reference to weapons violence (one incident with a knife “pulled at a soccer game” without injury) over the period 2004-2007. Through the consultations and research, it quickly became apparent to the Panel that the school has been subject to unfairly negative portrayals. We hope that we have provided a more accurate and balanced view.

However, despite their praise for the school, many staff, teachers, students and parents identified areas in which the school needs to improve its safety and security. There is a growing sentiment that there are serious safety concerns emerging at the school. Although not a single student, staff member or teacher at C.W. Jefferys reported in the consultations that they saw a gun in the school, it cannot be forgotten that there was at least one gun in the school on May 23, 2007. And one gun is one too many. It is important to note that there are obvious limitations to relying solely on the student consultations for describing the environment at C.W. Jefferys. Indeed, the student consultations are not the complete story to either the positive or negative portrayals of the school environment. For instance, only four of the forty-one students consulted with described instances of bullying or victimization at C.W. Jefferys. Only two students described being victimized while at C.W. Jefferys. This, however, is not consistent with the data collected from the anonymous student survey which suggests that victimization is more of an issue than the student consultations may have revealed.

One possible explanation for this discrepancy is the nature of consultations. Face to face consultations, especially for youth, do not always encourage an atmosphere in which students feel comfortable being completely candid with interviewers. Students who have been victimized or bullied may be embarrassed about discussing their issues with an authority figure or they may fear that their anonymity will not be protected. In addition, issues of self selection for face to face consultations as well as the limited sample size create practical limitations on the ability of the Panel to rely solely on the concerns expressed in the consultations as detailing an exhaustive list of safety concerns.

Recognizing the limitations of the consultation process, the Panel designed a survey to query whether the themes expressed in the consultations were shared by the larger student body and to obtain a more complete picture of C.W. Jefferys. Generally, the results of the survey indicated that the themes expressed in the consultations were shared by the larger student population; however, the survey did reveal that victimization, differential treatment and concerns about gang presence were also more serious than reflected in the consultations. The next Chapter will examine the results from the preliminary data and provide more insight into the C.W. Jefferys school environment.

The Student Survey

“I think a great solution would be to talk to youth about this when they’re teenagers. It’s sad you wait until Jordan dies to before you start. Get youth from when they’re young. Plant peace in they’re minds and let them grow with it. Don’t make it so that anyone feels they would even have to resort to violence as a solution. Adults have failed to reach us and to teach this to youth as you can see. It’s not too late, but changes should be made earlier and we should be stricter with students and with adults.”

[current Jefferys student, anonymous survey response]

SECTION 3.1: THE PRELIMINARY RESULTS FROM THE STUDENT SURVEY

The purpose of this Chapter is to highlight some of the major findings from this survey with particular attention paid to findings that are directly related to issues of school safety at C.W. Jefferys. A more detailed review of Professor Wortley’s full analysis of the student survey data will be provided in the Panel’s Final Report. At that time we will be in a better position to fully compare the perspectives of the students at C.W. Jefferys with the perspectives of teachers, parents and other community members. Therefore in this chapter the Panel is presenting a selection of student survey data collected to date based on its view that the data assists in providing a snapshot of life at C.W. Jefferys. Additional survey work in respect of the students is contemplated before a full picture can be presented. Furthermore, teacher surveys have been conducted and the processing of that data continues.

As discussed in Section 1.3 of this Interim Report, the Panel came into existence on June 5th, 2007. One of the first identified objectives of the Panel was to document the attitudes, opinions and experiences of the students at C.W. Jefferys with respect to issues of school safety. The Panel immediately realized that there was an extremely brief window of opportunity to accomplish this goal. Indeed, the school year was scheduled to end on June 27, 2007 – a mere three and a half weeks after the Panel was announced. After the school year ended, Panel members felt it would be much more difficult – if not impossible – to canvass the attitudes and experiences of a large number of C.W. Jefferys’ students. It was quickly decided therefore, that along with our face-to-face interviews with students (described above), the Panel should embark on a mass survey of students at C.W. Jefferys. Under the circumstances, a survey was believed to be the best strategy for reaching the largest number of students in a short period of time. Previous social research also shows that, because they are anonymous, surveys are a good method for collecting information from youth on sensitive topics.

On Friday, June 8th, 2007 members of the Panel met with Professor Scot Wortley from the Centre of Criminology, University of Toronto and discussed the possibility of

conducting a survey of students at C.W. Jefferys within the next two week period. Professor Wortley subsequently agreed to consult with the Panel on this project. Professor Wortley was selected as a consultant because he was one of the few academic researchers that we could identify who had actually conducted a large scale survey of Toronto high school students within the past decade. Coincidentally, his previous survey work also focused on issues of school safety and youth victimization.²⁴

This survey went into the field approximately one month after the shooting death of Jordan Manners. Professor Wortley and Panel staff developed the questionnaire to be used in the survey between June 11th and June 17th, 2007. A first draft of the questionnaire was pre-tested on Panel staff on Saturday, June 16th, 2007. The final, edited version of the questionnaire was printed on Sunday, June 17th, 2007. The questionnaire was administered – with the help of the staff at C.W. Jefferys -- to the students on Monday, June 18th and Tuesday, June 19th, 2007. Following the two-day data collection period, information from student questionnaires was entered into a statistical analysis program (SPSS) for analysis. Data entry and cleaning took approximately three weeks to complete.

A. Methodology and Sample Description

As mentioned above, the students were asked to complete the questionnaire over a two day period in mid-June, 2007. Students either completed the questionnaire in their classrooms or in the school cafeteria. Both teachers and members of the research team supervised the administration of the survey. After a brief introduction that outlined the purpose of the study and the nature of the questions, students were given a copy of the questionnaire and a blank envelope. They were instructed not to put their name or other identifying information on either the questionnaire or the envelope. Before they began to answer the questionnaire, the students were informed that the survey was completely confidential and that members of the research team would never be able to identify which student filled out which questionnaire. They were also told that they did not have to answer any questions and that they could end their participation in the study, at any time, without consequences.

The students were then given an opportunity to ask any questions they had about the survey and told that if they had any questions while they were completing the survey that they should raise their hand and consult a member of the research team or an Interpreter. Finally, the students were instructed to put their completed questionnaire into the envelope, seal the envelope and turn the questionnaire into a member of the research team. This procedure was designed to increase student confidence that nobody at the

²⁴ Wortley, Scot and Julian Tanner. 2006. "Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study." *Canadian Journal of Urban Research* 15 (2): 1-20.

Tanner, Julian and Scot Wortley. 2002. *The Toronto Youth Crime and Victimization Survey: Overview Report*. Toronto: Centre of Criminology, University of Toronto.

school (teachers, administrative staff or other students) would ever get the opportunity to read their answers and that nobody from the research team would examine their questionnaire until after they had left the school. It was felt that this procedure would ensure the students' privacy and subsequently increase the probability that they would answer the questions honestly. After collecting completed questionnaires, all surveys were handed over to Professor Wortley for data entry and data cleaning.

The research team was able to collect 459 completed questionnaires over the two day period. TDSB records indicate that there were 838 students enrolled at C.W. Jefferys at the beginning of the school year. However, during the data entry stage, it was determined that 36 of these 459 questionnaires (7.8%) were unusable. These unusable questionnaires were either incomplete or had not been filled out properly (e.g., a student had answered "I don't know" to every question). After eliminating the unusable questionnaires we were left with a final sample of 423 respondents. Based on this 838 student population estimate, we calculate that our survey was completed by approximately half of the students (50.5%) who attended Jefferys during the 2006-2007 academic year. We feel that this is an impressive achievement considering the incredibly short time between the project's conception and the time the project entered the field (approximately 8 days). However, we must address the issue of why we were not able to reach an even higher number of students. We know that students decided not to participate in the survey for a variety of reasons. Some could not participate because they were actually writing exams. Other students indicated that they wanted to participate but needed to study for exams that were being held later in the day or later that week. Finally, some students did not participate because they felt the survey would take too long to complete or they simply were not interested in taking part in the study. Nonetheless, an analysis of the general characteristics of the students who did participate in our opinion, increases confidence that we were able to capture a true cross-section of the student population at C.W. Jefferys.

To begin with, males and females are equally represented in the final sample (49% male, 51% female). In addition, all age groups and Grades appear to be well-represented. Approximately 29% of the respondents are in Grade 9, 28% are in Grade 10, 23% are in Grade 11 and 20% are in Grade 12. The sample is also quite racially and ethnically diverse – which is consistent with the school's demographic profile. Almost half of the sample (43%) was born outside of Canada and 40% have a first language other than English. Over a third of the survey respondents (35%) self-identified a black or African Canadian, 20% are Asian, 19% are South Asian, 17% come from other racial minority backgrounds (including a large number of multi-racial individuals) and 5% self-identified as West Asian. Only one out of every twenty students in the sample (5%) self-identified as White.

The data also indicates that a large proportion of the sample comes from a disadvantaged social background. For example, a third of the sample currently lives with only one parent (usually their mother). Only 60% reside with both parents. Furthermore, one out of every five students in the sample (22%) indicated that they currently reside in a public housing project and 20% admit that they live in a neighbourhood with a lot of crime. 50% of the respondents indicate that they live in a community with a gang problem and

18% claim that they hear gunshots in their community at least once per month. It should be noted that, despite their relatively disadvantaged status, 80% of the students in the survey plan to graduate from high school and attend either university (61%) or community college (18%). This finding is consistent with the excellent academic reputation that C.W. Jefferys has within the TDSB school system. In sum, we feel that the characteristics of our survey respondents are consistent with the characteristics of the larger student population at C.W. Jefferys and that the sample is generally consistent with the profile of other youth residing in the wider “Jane-Finch” community.

B. Student Perceptions of Safety at School and in the Community

A section of the survey examined student feelings of safety at school and in the wider community. We focused on four separate issues: 1) How safe did students at C.W. Jefferys feel at their school before and after the shooting death of Jordan Manners?; 2) How safe do students feel when they engage in various activities outside of the school environment?; 3) Do students feel safer at school or out in the community?; and 4) How worried are students about specific types of criminal activity at school and in their community?

We began our inquiry into feelings of school safety by asking the students the following question: “I want you to think about the way things were at your school before Jordan Manners was shot. How safe did you feel at your school before the shooting took place?” We then asked the respondents how safe they felt “right after Jordan Manners was shot?” Finally, we asked the students “How safe do you feel at your school today (approximately one month after the shooting took place)?” The results indicate that:

- Before the Jordan Manners’ shooting, the vast majority of students at C.W. Jefferys (81%) felt either very safe (38%) or fairly safe (43%) at their school. By contrast, only 15% of the respondents felt unsafe (11%) or very unsafe (4%).
- As might be expected, the findings suggest that student feelings of insecurity increased dramatically in the immediate aftermath of the shooting incident. Indeed, right after the shooting, almost half of the respondents (48%) felt either very unsafe (23%) or unsafe (25%) at the school. The impact of the shooting can be further illustrated by the fact that the proportion of students who felt safe at C.W. Jefferys dropped from 81% before the shooting to only 44% immediately following the shooting – a decline of 37 percentage points.
- However, it appears that this dramatic increase in feelings of insecurity was temporary. Indeed, by the time this survey was administered to the students -- approximately one month after the survey -- it appears that feelings of safety were returning to normal. Nonetheless, it should be stressed that the data also indicate that the shooting may have a lasting impact on feelings of safety – at least for some C.W. Jefferys’ students. Indeed, although the proportion of respondents

who report feeling safe at school is significantly higher a month after the shooting (65%) than immediately after the shooting (44%), feelings of safety have not yet returned to pre-shooting levels (81%).

In order to further explore how C.W. Jefferys' students feel about their school, we asked them the following question: "In general, would you say that C.W. Jefferys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?" The results indicate that:

- Despite the shooting of Jordan Manners, three out of every four C.W. Jefferys students (74%) still feels that their school is either very safe (29%) or fairly safe (45%). By contrast, only 13% feel that the school is unsafe and only 6% feel that it is very unsafe. Nonetheless, the fact that one out of every five students at C.W. Jefferys (19%) feels that their school is "unsafe" may be a cause for at least some concern.

We also asked the respondents: "Do you think that C.W. Jefferys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?" The results suggest that:

- Despite the death of Jordan Manners, half of all C.W. Jefferys students (50%) still feel that their school has less violence than other schools. An additional 23% feel that their school is no more violent than other schools.
- Only 13% of the students surveyed feel that C.W. Jefferys is actually more violent than other schools in Toronto.
- These findings are consistent with stakeholder claims that, in general, C.W. Jefferys is a safe school and there are other schools in the area that have more serious problems with violence and crime. These findings are also consistent with student and teacher complaints that C.W. Jefferys has been unfairly labelled and stigmatised as a result of the extensive media coverage of the Jordan Manners' death.

After consulting our student respondents about their feelings of safety at school, we asked them how safe they feel when they engage in a variety of different activities outside of the school environment. The results suggest that:

- Students are most likely to feel unsafe when they engage in certain activities at night. For example, 48% of the respondents report that they feel unsafe or very unsafe when they walk around their own neighbourhood at night. By contrast, only 13% feel unsafe when they walk around their neighbourhood during the day.

- Similarly, 42% of the respondents feel unsafe or very unsafe when they use the TTC at night. By comparison, only 12% feel unsafe using public transit during the day.
- The fact that a high proportion of students feel unsafe walking or using the TTC at night in their own community is concerning. It could reflect the reality that many of the students at C.W. Jefferys live in disadvantaged, high crime communities and subsequently worry about their personal safety on a regular basis.
- Almost half of all students (47%) claim that they would feel unsafe or very unsafe if they went to a nightclub or bar -- another night-time activity. However, almost 30% indicate that they don't know how they would feel at such venues – an indication that many students have never actually engaged in such activities.
- One out of every three respondents (33%) indicate that they would feel safe or very unsafe visiting another high school. This might be viewed as evidence of inter-school rivalries or it could reflect the fact that some respondents feel that C.W. Jefferys is actually safer and less violent than other schools in the area.
- Going downtown, going to house parties and visiting friends in other communities are also activities that produce feelings of insecurity for some students. At least 20% of the respondents to this survey report that they would feel safe or very unsafe engaging in such activities.
- By contrast, almost all respondents feel safe or very safe when they visit a shopping mall (81%) or go to the movies with friends (82%).

To summarize, the results suggest that, with the exception of the period immediately following the shooting death of Jordan Manners, most students perceive C.W. Jefferys to be a relatively safe environment. Indeed, before the shooting, students felt just as safe at C.W. Jefferys as they did walking in their own neighbourhood during the day, using the TTC during the day, visiting shopping malls and going to the movies with friends.

We next asked the respondents to tell us how frequently they felt afraid or unsafe when they were walking to and from school. Previous research suggests that a high proportion of youth victimization takes place during these unsupervised periods. Nonetheless, the data indicates that:

- Almost half of all the students surveyed (46%) report that they never feel unsafe travelling to and from school and an additional 23% state that they almost never feel unsafe. By contrast, only 4% report that they feel unsafe “almost every day.”

We concluded our inquiry into feelings of safety by asking the respondents how often they worry about becoming the victim of different types of crime. The results suggest that:

- The results suggest that C.W. Jefferys' students are most worried about personal theft and street gangs – both inside and outside of school. Almost half of all respondents (49%) indicate that they at least sometimes worry about gangs in their community. Similarly, 46% sometimes worry about gangs from outside of their community and 45% sometimes worry about gangs at school.
- Similarly, 48% of the students surveyed at least sometimes worry about having something stolen from them at school and 46% sometimes worry about theft outside of the school environment.
- Robbery also seems to be a common concern. Indeed, two out of every five respondents (42%) report that they at least sometimes worry about being robbed at school and an equal proportion (40%) sometimes worry about being robbed outside of school.
- Other findings suggest that 37% of students at least sometimes worry about being physically assaulted outside of school and a third (33%) sometimes worry about being assaulted at school.
- Concern about sexual assault is much more prevalent among female students than male students. Indeed, half of the female students we surveyed (49%) admitted that they at least sometimes worry about being sexually assaulted or molested outside of school, compared to only 17% of the male respondents. Similarly, a third of the female respondents (33%) at least sometimes worry about being sexually assaulted or molested at school, compared to 16% of male respondents.

C. Student Perceptions of Problems at School

The survey explored the respondents' general perceptions of specific problems or issues that *may* or *may not* exist at C.W. Jefferys. We provided the students with a list of issues that sometimes take place within Canadian high schools. We then asked them to indicate whether they thought these issues were a problem at C.W. Jefferys. Response options ranged from "A very serious problem" to "Not a problem at all". The specific problems identified in the survey were informed by our initial face –face consultations with student and teacher stakeholders at C.W. Jefferys (discussed in the previous section of this report). However, other items were extracted from previous student surveys conducted in Canada and the United States. Notable results from this section of the survey indicate that:

- Theft, bullying and students who bring weapons to school are the three activities that are the most likely to be identified as “serious” or “very serious” problems by the students at C.W. Jefferys. For example, over two-thirds of the respondents (67%) feel that “students who steal from other students” is a serious problem at their school. Similarly, 60% of the respondents believe that students “who bring weapons to school” is a serious problem. Sixty percent also think that “students who pick on or bully other students” is a serious problem.
- It is important to note that over 40% of the respondents believe that weapons are a “very serious” problem at C.W. Jefferys. An additional 18% feel that weapons are a “serious” problem. By contrast, only 9% think that weapons are “not a problem at all.” This finding, however, should be interpreted with caution. First of all, these figures may be somewhat inflated because of concerns in the wake of the shooting death of Jordan Manners. Obviously, in that case, a firearm did enter the school and a student was fatally wounded. Thus, we must at least consider the possibility that this incident significantly increased the number of students who feel that weapons are a problem at Jefferys. Unfortunately, we do not know how these same respondents would have answered the weapons question prior to the Jordan Manners tragedy. It is also difficult to determine exactly what students mean when they state that weapons are “a serious problem.” Are the respondents trying to tell us that many of their fellow students carry weapons to school on a regular basis? An alternative explanation is that only a few students actually bring weapons to school – but the respondents feel that this small minority represents a serious threat to their personal safety. The issue of weapons is explored further in a subsequent section of this chapter.
- The results of the survey further suggest that the majority of respondents are also concerned with other forms of violence and criminality at their school. For example, 55% feel that fighting is a serious problem at their school and 51% think that illegal drug use is a serious problem.
- Almost half of the C.W. Jefferys students who responded to our survey (49%) believe that drug dealing is a serious problem at their school and 46% believe that gangs are a serious problem. However, it appears that there is somewhat less concern about gangs than other types of crime and violence. For example, while 42% of respondents believe that weapons are a “very serious” problem at C.W. Jefferys, only 18% believe that gangs are a “very serious” problem.
- It is also important to note that almost half of the respondents (48%) feel that there is a serious problem at their school with “students who gossip or spread rumours about other students.” This finding helps put the other results into context. Although our student respondents are quite concerned about “important” issues related to school safety and student-teacher relations, a significant proportion are also concerned with more “common” adolescent issues concerning peer group relationships. Nonetheless, the findings with respect to the gossip issue should not be dismissed. Previous research has suggested that gossip is a

form of verbal aggression or bullying that can have a negative impact on student self-esteem and feelings of personal safety. Furthermore, gossip sometimes leads to personal disputes that can escalate into physical violence.

The second strategy that we used to identify potential problems at C.W. Jefferys was to present our student respondents with a series of statements about their school and ask them whether they agreed or disagreed with each of these statements. Response options ranged from “strongly agree” to “strongly disagree.” Some of the findings from this section of the survey support specific arguments made by both teachers and students during our initial consultations. Important findings include:

- Three out of every four student respondents (75%) agrees or strongly agrees that “students often hang out in the halls and make noise when classes are on.” This is consistent with teacher and student claims that there are serious problems with student noise and disorder in the hallways during class-time and that some students wander or hang out in the halls without consequences.
- The vast majority of student respondents (75%) also agree that “many students at C.W. Jefferys do not respect their teachers.” Similarly, 70% of the student respondents agree or strongly agree that “some students at my school just won’t do what their teachers tell them to do.” This is consistent with the argument that, in some cases, there has been a breakdown in the traditional student-teacher relationship at C.W. Jefferys. Indeed, according to the student respondents themselves, many students at C.W. Jefferys apparently disrespect their teachers and are apparently willing to question or challenge their authority.
- Although many respondents appear critical of the behaviours and attitudes of some of their fellow students, additional findings suggest that many respondents feel that the teachers must shoulder at least some of the blame for any breakdown in student-teacher relations. For example, approximately two-thirds of the respondents (63%) agree or strongly agree that “some teachers do not know how to talk to their students.” A third of the student respondents also agree or strongly agree that: “In general, the teachers at my school do not respect the students.”
- Fortunately, the findings with respect to teacher-student relations at C.W. Jefferys are not all negative. For example, the majority of the students surveyed (60%) agree or strongly agree that “the teachers at my school care about what happens to their students.” The majority of respondents (56%) also agree or strongly agree that “most of the students and teachers at my school get along.” Finally, over 40% of the students surveyed agree or strongly agree that “the teachers at my school treat everyone fairly.”
- Finally, we asked a series of questions about the presence of “outsiders” at C.W. Jefferys during the school year. During our initial consultations, a number of stakeholders had expressed a concern that people who are not students at C.W. Jefferys (outsiders) often visit the school and that these people sometimes

represent a serious security threat. The results suggest that while outsiders may often visit the school, only a minority of students feel that they represent a serious threat to school safety. For example, two-thirds of the students (66%) agree or strongly agree that “people from outside my school often come to visit their friends and hang out.” However, only 40% agree or strongly agree that outsiders “often come to my school to cause trouble” and only 21% agree that outsiders “often come to sell drugs at my school.”

The third strategy that we used to identify potential problems at C.W. Jefferys was to ask our student respondents how frequently they thought certain behaviours or activities occurred at their school. Response options ranged from “Almost every day” to “Never or almost never.”

- The results strongly suggest that hallway disorder and students who talk back to teachers are the most commonly occurring problems at C.W. Jefferys. For example, 57% of the respondents report that, in their opinion, students hang out in the halls and make noise during class “almost every day.” Overall, three out of every four respondents (73%) feels that such hallway disorder occurs at least once per week.
- Similarly, more than a third of the respondents (35%) feel that students at their school talk back or act rudely towards teachers almost every day. Overall, two-thirds of the respondents (62%) maintain that students talk back or act rudely toward teachers at least once per week.
- According to the student respondents, other types of problems occur much less frequently. For example, while 73% of the respondents feel that hallway disorder and student disrespect of teachers occurs at their school on a weekly basis, only 36% feel that the unfair treatment of students by teachers occurs at this rate. Similarly, only 30% of students feel that bullying occurs at their school at least once per week and only 29% feel that students are unfairly punished on a weekly basis.
- Further analysis reveals that most students think that serious criminality and violence are not regular occurrences at their school. Nonetheless, there is a significant minority who feel that such behaviours are relatively common. For example, one out of every four respondents (25%) feels that drug dealing takes place at their school on a weekly basis, 17% feel that fights between students happen at least once per week and 11% of respondents believe that students carry weapons to school every day.
- Almost half of the respondents claim that they actually “*don’t know*” how often drug dealing takes place at their school or how frequently students bring weapons to into the school environment. Thus, while the majority of students claim that both drug dealing and weapons are a problem at their school (see discussion

above), one out of every two cannot accurately estimate how frequently these behaviours take place. This finding suggests that, unlike hallway disorder and student disrespect for teachers, most C.W. Jefferys students do not encounter drug dealing or weapons at their school on a regular basis. This is not to say that these issues are not a cause for concern. However, based on the responses to the above questions, it appears that open criminality and violence at school are *not* part of the everyday experiences of the majority of students at C.W. Jefferys.

D. Other Problems

We concluded this section of the student questionnaire by asking our respondents: *“Are there any other problems at your school that you have not told us about? If there are other problems -- please tell us about them.”* A text box was then provided for the students to write in their answers.

The responses to this open-ended question often mirrored the concerns or themes identified through our initial stakeholder consultations. For example, a number of respondents expressed the opinion that poor student behaviour is often ignored or tolerated at C.W. Jefferys. Others felt that this lack of student discipline and accountability has had a negative impact on the school and contributed to problems of disorder and safety. The following statements from the student respondents illustrate this point of view:

- There is smoking outside of the school, whether it be drugs or cigarettes is gross. At the back of the building there are kids selling drugs. Before the Jordan accident there were kids right under Room 310 selling drugs. Everyday there was kids smoking and nobody did anything.
- There is disruption everywhere at this school. It is easy to simply walk in with whatever you want.
- Skippers are a problem at this school. They are the ones hanging in the halls or out front. They are the ones that are failing and causing everything bad. They get away with it.
- Every period there are students that hang in the hallway. Many students and teachers are transferring away next year.
- Hall monitors and other authority figures do not enforce the rules but mingle with students.
- There is little discipline in the school. Teachers don't know how to relate to students. Students have life too easy so they see no point in working hard or following the rules to get what they want.

- There are not enough rules at this school and there is not enough enforcement of the rules we currently have.
- Please have enforcement of rules at the school. It is heartbreaking to see students treat teachers like trash and the disrespectful way students talk to them. Everyone knows that no matter what they do they will be let off easily. Calls home have very low effectiveness.
- Fairness aside, bad students are never punished.
- Students at this school often engage in rudeness, intimidation and promiscuity.
- Students smoke weed in the stairwells. They smoke weed on school property. Nothin ever happens.
- Some of the students at this school have no respect for the school or the teachers. They are here to fool around, chase girls and sell drugs. The teachers are too afraid of them. They get away with everything. Schools need more rules so the good kids can get on with their lives.
- Students don't follow the rules because the school is too soft.
- Students talk back to teachers and some teachers rarely do anything.
- There is no authority. Students go around disrespecting everyone. The new vice principle can't control them. There is no discipline.
- There were a few locker break-ins and there was no police investigation!!
- Those who cause trouble and harm are rarely punished, issues are just ignored.

Other students were more concerned with the attitudes and behaviours of the teachers at C.W. Jefferys than the attitudes and behaviours of their fellow students. The qualitative data suggest that some students feel that the teachers at C.W. Jefferys do not treat them fairly and exhibit various forms of biases including racial bias. In the interests of fairness, this data as well as accompanying student comments will be published in the Final Report when the Panel releases the full survey results from teachers that include teachers' views of their relationships with students.

Other school problems mentioned by the students in response to this open-ended question include: 1) ***School cleanliness and maintenance*** ("There are cockroaches and rats and the bathrooms don't work;" "There is no air conditioning, too many broken things at this school. There are lots of insects;" "This school is not clean, it is nasty;" "The washrooms in the school are dirty and they don't work, there are bugs all over the

washrooms”; 2) *The Attitudes and Behaviour of the Grade Nine Students* (“Many of my peers have noticed that there seems to be a pattern in which the attitudes of the Grade 9 students are getting worse and worse;” “The Grade 9 students are the rudest and they cause a lot of problems”); and 3) *A Lack of Extra-curricular Programs for Students* (“There are no after-school programs at this school;” “We need more money for programs;” “There are not enough extra-curricular activities at this school for students to keep occupied;” “We need more clubs and activities like dances and other events too).” Finally, one student claimed that they were disappointed that the issue of school safety was not recognized at C.W. Jefferys until after the shooting death of Jordan Manners. She implied that there were problems at C.W. Jefferys before the shooting and that they should have been identified earlier: “The only thing that I don’t like is that it takes my best friend’s death (Jordan Manners) for all this to happen. The problems were here before. You guys never knew that Jefferys is a bad school.” This is a theme that is repeated in other sections of the survey – discussed below.

E. Student Victimization

In the wake of the Jordan Manners shooting, questions arose with respect to how prevalent crime and victimization are at C.W. Jefferys. Thus, in the next section of the survey, we asked respondents whether or not they had experienced different types of victimization. Consistent with the mandate of the Panel, we asked the students about victimization experiences that had taken place over the past two years. We further asked the respondents to distinguish between incidents of victimization that occurred at school and victimization experiences that occurred outside of school. It should be noted that just because a student indicates that they were victimized at school does not necessarily mean that the victimization occurred at C.W. Jefferys. For example, a Grade 9 student who claims that they were assaulted in the past two years might be referring to an incident that occurred in Grade 8 when they were attending another school.

Nine types of victimization were examined for the purposes of the Interim Report: 1) *Minor Theft* (defined as the theft of money or items worth less than \$50.00); 2) *Major Theft* (defined as the theft of money or items worth more than \$50.00); 3) *Vandalism* (defined as the deliberate damage of property, clothes or personal items); 4) *Physical Threats* (defined as threats of physical harm that did not involve a weapon); 5) *Weapons Threats* (defined as threats of physical harm that involved a weapon); 6) *Physical Assaults* (defined as incidents of being punched, kicked or slapped); 7) *Robbery* (defined as having money or personal items taken from you by force or the threat of force); 8) *Weapons Assaults* (defined as being attacked by someone with a weapon like a knife or a bat); and 9) *Verbal Abuse* (defined as being verbally teased or insulted). Respondents could answer that they had never experienced a specific type of victimization in the past two years, that they were victimized once, that they were victimized between two and five times or that they were victimized on more than five occasions. The questions that were asked are consistent with items used previously in other North American victimization surveys. The results from this section of the survey indicate that:

- Within the school environment, minor theft is more likely to be experienced than other types of crime. Indeed, almost half of the students surveyed (45%) indicate

that they were the victim of minor theft, at school, in the past two years. One out of every five respondents (18%) report that they were the victim of school-based theft on more than one occasion.

- A high proportion of students (42%) also report that they have been insulted or teased at school. One out of every four respondents (27%) reports that they have been teased or insulted on more than one occasion in the past two years. It should be noted that such verbal bullying can hurt a student's self-esteem and sometimes leads to depression and an avoidance of school activities. Furthermore, verbal bullying sometimes leads to physical confrontations between students.
- Physical threats (without a weapon) are the next most common type of victimization. Four out of ten respondents (39%) report that they have been threatened with physical harm at school over the past two years. One out of four respondents (24%) reports that they have been physically threatened at school on multiple occasions.
- After physical threats, actual physical assault emerges as the next most common school-based victimization. Indeed, 37% of the respondents indicate that they have been physically assaulted (without a weapon) at school over the past two years. One out of every five students (19%) indicates that they have been assaulted at school on more than one occasion.
- Vandalism at school has also been experienced by over a third of the students (35%) participating in this survey. Seventeen percent experienced property damage on more than one occasion.
- Major theft is the next most prevalent school-based victimization. Almost one-third (32%) of all students have been the victim of major theft in the past year. Thirteen percent of respondents indicate that they have been a victim of major theft on more than one occasion.
- One out of five respondents (21%) indicate that they have been robbed at school in the past two years. One out of ten respondents indicates that they have been robbed at school on two or more occasions.
- Weapons threats are the next most common school-based victimization. Eighteen percent of the students surveyed indicate that they have been threatened by someone with a weapon at their school in the past two years. Nine percent have been threatened with a weapon on more than one occasion.
- The data also suggest that the respondents to this survey are also subject to victimization outside of school. However, the data also indicate that, for some types of crime, victimization rates are higher in school than outside of school.

- According to our respondents, students are more likely to experience minor theft, verbal assaults (insults and teasing), threats (not involving weapons), physical assaults and vandalism when they are at school than when they are off school property.
- On the other hand, exposure to major theft, robbery, weapons threats and sexual assault appear to be just as common out of school as within the school environment.
- Finally, it appears that students are somewhat more likely to experience serious violence -- including gun-related threats and assaults involving weapons -- outside of school than on school property.
- Additional analysis indicates that important gender differences exist with respect to criminal victimization. For example, within the school environment, male students are significantly more likely than female students to report being the victim of physical threats, threats involving weapons, physical assaults, robbery, gun assaults and assaults involving a weapon. This is completely consistent with the gender differences observed in previous victimization surveys.
- However, also consistent with previous research, female respondents are much more likely to report being the victim of a sexual assault than their male counterparts. Interestingly, within the school environment, male and female students are equally likely to report minor theft, major theft, vandalism and verbal bullying.

F. The Victimization Numbers in Context

At first glance, the victimization data presented above may appear shockingly high. However, we maintain that these figures should not be used to argue that C.W. Jefferys is a particularly dangerous school or that it is more violent or crime-ridden than other high schools in the Toronto area. Such conclusions would be premature and cannot be validated without the same survey being administered to other high schools in the Toronto area. Indeed, we feel that our findings, as disturbing as they may be, are quite consistent with the results of other youth victimization surveys conducted in North America. Unfortunately, few of these surveys have actually been conducted in Canada.

One exception is the 2000 Toronto Youth Crime and Victimization Survey²⁵. This survey, conducted in 2000, involved a random sample of 3,393 high school students from

²⁵Wortley, Scot and Julian Tanner. 2006. "Immigration, Social Disadvantage and Urban Youth Gangs: Results of a Toronto-Area Study." *Canadian Journal of Urban Research* 15 (2): 1-20.

Tanner, Julian and Scot Wortley. 2002. *The Toronto Youth Crime and Victimization Survey: Overview Report*. Toronto: Centre of Criminology, University of Toronto.

30 different high schools in the Toronto region (10 from the Catholic School Board and 20 from the Public School Board). During this study, a detailed questionnaire was administered to student respondents during class time. As with the survey conducted at C.W. Jefferys, one of the primary objectives of this project was to document experiences of victimization. However, some of the questions asked in 2000 were quite different than the questions posed during the C.W. Jefferys survey. For example, while the C.W. Jefferys survey focused on victimization in the past two years, the 2000 survey focused on lifetime victimization rates and victimization experiences that had taken place in the past twelve months. Furthermore, because of the Jordan Manners shooting, the C.W. Jefferys' survey focused more on gun-related victimizations and incidents that took place at school than general patterns of youth victimization. Nonetheless, we feel that, despite the seven year gap and somewhat different lines of questioning, the existence of the 2000 data provides at least some opportunity to compare the experiences of C.W. Jefferys students to the experiences of high school students from other high schools in the Toronto area. It should be noted that C.W. Jefferys was not one of the schools included in the 2000 survey. Comparing the 2007 student survey of C.W. Jefferys students with the 2000 Toronto Youth Crime and Victimization Survey yields the following results:

- In 2007, 45% of the student respondents from C.W. Jefferys reported that they had been the victim of minor theft in the past two years. By contrast, in 2000, 38% of high school students claimed that they had been a victim of minor theft *in the past twelve months* and 72% claimed that they had been a victim of minor theft at sometime in their life.
- Similarly, in 2007, 39% of the survey respondents from C.W. Jefferys claimed that they had received physical threats in the past two years. By contrast, in 2000, 39% of 3,400 Toronto High School students who took part in the study claimed that they had received physical threats *in the past twelve months* and 67% claimed that they had received physical threats at some time in their life.
- In 2007, 37% of C.W. Jefferys students claimed that they had been physically assaulted at school in the past twenty-four months. In 2000, 39% of Toronto high school students (from 30 different schools) reported that they had been physically assaulted in the past year and 70% indicated that they had been assaulted as some time in their life
- Additional analysis reveals that, in 2007, 18% of C.W. Jefferys students claim that they had been threatened by someone with a weapon in the past two years. By contrast, in 2000, survey results suggest that 15% of Toronto high school students received weapons threats in the past year and 28% had been threatened with a weapon at some time in their life.
- Similarly, in 2007, 11% of the C.W. Jefferys students who took part in the study claim that they had been assaulted by someone with a weapon in the past two years. By contrast, in 2000, 8% of Toronto high school students indicated that

they had been the victim of a weapons-related assault in the past twelve months and 16% had been assaulted with a weapon at some time in their life.

In sum, the victimization findings produced in 2000, using a large sample of high school students from 30 different schools across Toronto, seem to largely mirror the victimization results produced in 2007 using a relatively small sample of students from C.W. Jefferys. The comparison of data from the 2007 survey with the results of the 2000 survey only serves to increase our confidence in the current findings. Furthermore, this comparison serves to highlight the possibility that C.W. Jefferys is not any more dangerous than other high schools in the Toronto area. This does not mean that crime and victimization were not a problem at C.W. Jefferys over the past two years. However, the comparison of the two surveys, conducted seven years apart, underscores the possibility that problems with crime and victimization are not isolated within C.W. Jefferys or even within other schools in the “Jane-Finch” community. Crime and victimization may be a problem faced by students at many schools throughout the Toronto region.

G. Details of “Most Serious” Victimization

In order to examine student victimization experiences more closely, we asked our respondents to describe “the worst thing” that had ever happened to them that “might be considered a crime or an act of violence.” A total of 177 respondents (41.8% of the sample) provided us with the details of their “worst victimization” experience. The 177 criminal victimization incidents described to us included robbery (16% of all cases), physical assault (15%), theft (11%), threats (7%), and assaults involving a firearm (5%). However, in 60 of the 177 cases (34%), the respondent indicated that they were victimized but did not want to disclose the nature of the crime. The information gathered with respect to each of these incidents indicates that:

- 79% percent of the incidents described by the respondents occurred in the past two years, 59% within the past year and 20% within the past two years. Only 15% of the incidents occurred more than 3 years ago.
- A large proportion of the “most serious” victimization incidents described by the respondents took place at school (42%) or in the area around the school (20%). An additional 14% took place in the respondents’ own neighbourhood. Nine percent of these incidents either took place at the respondents’ own home or at someone else’s home. The remainder (12%) took place in other public areas including parks, shopping malls, parties and streets outside of the respondents’ own community
- Further analysis reveals that 80% of the thefts described by the respondents took place at school, as were 46% of the threats, 46% of the physical assaults, 35% of the sexual assaults and 18% of the robberies. In addition, a high proportion of all robberies (36%), physical assaults (35%) and sexual assaults (18%) took place in the area around the school.

- One out of every four “most serious” victimization incidents (27%) was committed by another student. An additional 22% were committed by an acquaintance (defined as someone the respondent has seen but did not know well) and 11% were committed by a friend. We cannot determine whether these friends or acquaintances were also students at the same school. Almost 25% of all victimizations were committed by a stranger. By contrast, only 4% were committed by parents and 4% were committed by other relatives.
- According to the respondents, only 7% of the “most serious” victimization incidents described in the survey were reported to the police.
- All respondents who indicated that they did not report their victimization to the police were asked why they did not report the crime. On average, respondents gave 4.3 different reasons for not reporting the victimizations to the police. The most common reasons include, fear of the offenders (54%), a belief that the police can’t provide adequate protection from offenders (61%), a belief that the crime was too trivial (47%), a belief that the police can not do anything (53%), a desire not to upset parents (60%), a distrust or dislike of the police (51%) and a desire to seek one’s own revenge. Over half of the respondents (52%) did not report their personal victimization experience because they simply did not want to be a “snitch.”

H. Witnessing Crime

We also asked the student respondents whether they had ever *witnessed* four different types of crime including: 1) A shooting or gun battle; 2) A serious physical assault or beating; 3) Drug dealing; and 4) A robbery. We also asked respondents when they last witnessed each type of crime and whether they reported the last incident they witnessed to the police. The results indicate that a large proportion of students at C.W. Jefferys have witnessed serious criminal incidents.

- Forty-two percent of all respondents indicate that they have witnessed drug dealing at some time in their life. The majority of these respondents witnessed drug dealing in the past twelve months.
- Forty two percent of all respondents indicate that they have witnessed a serious attack or beating in their life. The majority of these respondents witnessed this type of crime in the past year.
- Thirty-eight percent of respondents indicate that they have witnessed a robbery or mugging at some time in their life. The majority of these respondents indicate that they witnessed this type of crime in the past two years.
- Finally, 23% of all respondents indicate that they have witnessed a shooting or gun battle at some time in their life. Most of the observed shootings took place

within the past two years. Unfortunately, the questionnaire does not allow us to determine where these shootings took place.

- Regardless of the type of crime, most witnesses did not report to the police. For example, only 3% of the respondents who witnessed drug dealing reported the incident to the police, only 6% reported serious assaults, only 7% reported robberies and only 9% reported shootings or gun battles. These figures illustrate how difficult it is for the police to both identify and solve specific criminal events.
- Those respondents who did not report the crimes they had witnessed to the police were asked why they had not reported these incidents. As with personal victimization, respondents usually gave multiple reasons for not reporting crimes to the police. For each type of crime, the majority of witnesses simply stated that they felt the incident was none of their business. Other common reasons include fear of the offenders, a fear that the police would not be able to protect them and distrust of the police. Many respondents (over 33% for each type of crime) also indicated that they did not want to get a reputation as a “snitch.” About 20% of witnesses stated they did not report the crime because there were other witnesses and they were not needed.
- These findings further illustrate that, because student witnesses and victims are often reluctant to report the crimes that they experience, a great deal of youth crime in Toronto likely goes undetected by both the police and other adult authority figures.

I. Improving School Safety

In the final section of the questionnaire, we asked the students to express their own opinions with respect to how to improve school safety and discipline at C.W. Jefferys. We first presented the respondents with nine specific strategies that have sometimes been proposed by policy-makers. The students were then asked whether they thought each strategy was a very good idea, a good idea or a bad idea with respect to improving safety at their school. The results reveal that:

- Three out of every four respondents (75%) think that increasing funding for after-school programs and extra-curricular activities is a good or very good idea with respect to reducing school safety.
- The vast majority of students (72%) also think that it would be a good or very good idea to provide more counselling or help for students who keep getting into trouble.
- Seven out of ten students (69%) also think it would be a good idea to install security cameras in the halls and in the classrooms.

- Two-thirds of the sample feel (64%) that it would be a good or very good idea to increase the number of security monitors at the school.
- Sixty percent of the respondents think that it would be a good idea or very good idea to make students wear security passes (with the student's name and photo) while they are at school.
- Student support for other safety strategies is more guarded. For example, less than half of the students surveyed (45%) think that having one way in and out of the school is a good or very good idea. Similarly, only 44% think that the school should adopt a mandatory uniform policy and only 43% think that the school should install metal detectors at school entrances. Unlike the other strategies, discussed above, more than a third of the students surveyed believe these three strategies are a bad idea.
- The least popular strategy appears to be giving police more power within the school. For example, only a third of the respondents (35%) feel that it would be a good idea or very good idea to give the police permission to search student lockers at any time in order to locate guns, other weapons and drugs. Over 60% of the students surveyed feel that this is a bad idea.

Finally, in order to examine student attitudes towards school disciplinary practices, we asked the respondents how they thought students at C.W. Jefferys should be punished for engaging in different types of disciplinary infractions. The results suggest that:

- The majority of students (64%) think that students should not be punished at all for wearing hats in school. Detention is seen as the most appropriate punishment for other students.
- A third of students (30%) also think that there should be no punishment for talking back to teachers. On the other hand, 32% of respondents think that those who talk back should be given a detention, 23% percent think the school should call their parents and 17% think that these students should see a counsellor. Twelve percent think that students who talk back should actually be suspended (9%) or expelled (3%) from school.
- A third of our respondents (33%) feel that students should not be punished at all for teasing or insulting other students. On the other hand, 34% think such students should be given a detention, 18% think that the school should call their parents and 18% think that these students should talk to a counsellor. Fifteen percent of the students we surveyed think that students who tease or insult other students should be suspended (12%) or expelled (3%).

- The respondents are much harsher with respect to more serious violations. For example, 49% of the respondents think that students should be suspended for fighting at school and 12% think they should be expelled.
- Similarly, 46% of the respondents think that students should be suspended for stealing from other students and 22% think they should be expelled.
- A third of the respondents (34%) think that students who sell drugs at school should be suspended and 36% think that these students should be expelled.
- Finally, 40% of the respondents think that students should be suspended for bringing a weapon to school. A similar proportion (38%) thinks that such students should be expelled.
- It is clear that the respondents think that the school should only call the police for very serious violations. Only one out of every ten respondents (11%) thinks that the school should call the police to deal with students who are fighting, 22% think the police should be called for theft, 29% think the police should be called for drug dealing and 40% think that the school should call the police to deal with students who bring weapons to school. It is interesting to note that even when it comes to dealing with criminal activity like fighting, drug dealing, theft and carrying weapons, the majority of students *do not* think the school should call the police.

In sum, the results of the survey suggest that the students at C.W. Jefferys are quite split with respect to their ideas about how to improve school safety and deal with students who break the rules. Although some students seem to favour a tough approach to school safety issues (more student suspensions and expulsions, more use of the police in school, mandatory school uniforms and security passes), other students seem to oppose such strategies. However, most of the students at the school seem in favour of particular measures including the installation of security cameras, more security monitors, increased funding for after-school programs and increased counselling for students with behavioural problems.

J. Other Student Comments

At the conclusion of the questionnaire students were thanked for their participation in the survey and asked if they had any other comments that they would like to make. Many students took the opportunity to make additional comments. Three themes emerged. First of all, a number of students wanted to stress that C.W. Jefferys is a safe school that was getting a bad reputation because of the Jordan Manners shooting. The following quotes are typical:

- I don't feel unsafe at this school. This shooting could have happened anywhere. I don't think everyone should over-react towards the situation. You should think carefully and smart about it.
- I feel safe at Jefferys even after the shooting happened.
- I don't think that we need to upgrade our school safety considering that in the four years that I have been here this is the first time someone got shot.
- Jefferys is a good school. The teachers are caring. It is only a few bad students who ruin it for everyone.
- Jefferys really did not have a problem before Jordan Manners was shot. Please just leave our school alone.
- Our school is better than other schools. This happens every day on the streets and could have happened at any other school.
- Our school is good!! Shit just happens everywhere.
- The Jordan Manners incident is an isolated incident is not a reflection of my school.
- Our school is really safe and it's just like every other school. There is nothing bad about our school.

Other students acknowledged that, in their opinion, C.W. Jefferys has some serious safety issues and expressed hope that these issues would be dealt with. The following quotes are typical:

- Please make some serious changes in this school, especially students who do not obey the rules and do as they wish.
- Please improve the safety at the school – it is very needed.

- Act fast before things get worse. Don't act like you want to help if all you want to do is give the appearance of working hard.
- Students should not be walking around the hallways during class because I see that all the time. Even with the hall monitors I still see kids hanging out with them in the hallways.
- I don't think it should have taken Jordan Manners death for people to actually notice that there should have been changes.

Finally, some students felt that the problems at C.W. Jefferys were a reflection of the many problems facing the people in the "Jane-Finch" community and not a reflection of the school itself. As some students wrote:

- The problems at this school are caused by poverty. Need to help poor people more so they don't sell drugs or join gangs.
- The problems in the school are caused by Jane/Finch. They don't come from the school. But some teachers just give up!! We need teachers who care and will work with us kids here. Most of us are good.
- This school is located in a bad area, hence the bad kids who attend it. Fix the state of the area and the school will subsequently be fixed. It really is not rocket science.

As one student anticipates, the solutions to many of the problems faced by C.W. Jefferys and other Toronto schools are complex and require the commitment of all segments of society:

"I think a great solution would be to talk to youth about this when they're teenagers. It's sad you wait until Jordan dies to before you start. Get youth from when they're young. Plant peace in they're minds and let them grow with it. Don't make it so that anyone feels they would even have to resort to violence as a solution. Adults have failed to reach us and to teach this to youth as you can see. It's not too late, but changes should be made earlier and we should be stricter with students and with adults."

SECTION 3.2: CONCLUSIONS

In the Panel's opinion, the results of our student survey provide cause for optimism and cause for concern. On the positive side, with the exception of the period immediately following the shooting of Jordan Manners, most students feel safe at C.W. Jefferys. Indeed, despite the Jordan Manners tragedy, most students feel that C.W. Jefferys is a safe school. Indeed, half of the students feel that C.W. Jefferys is still safer than other high schools in Toronto. Other positive findings include the fact that most respondents feel that the teachers and students get along and that teachers care for their students.

On the negative side, the results indicate that a large proportion of the students who participated in the survey think that there are serious problems at C.W. Jefferys including problems with student-teacher relationships, disorder in the hallways, students who talk back and disrespect their teachers, discrimination by teachers against students and the presence of weapons, drug dealing and gangs within the school. The results of the survey also indicate that a significant proportion of the students who participated in the study have been the victim of threats, physical assaults, theft and other types of crime – both inside and outside of school – in the past two years. The Panel stresses, however, that the levels of victimization observed in this study are consistent with the findings of other high school victimization surveys conducted in Toronto and other North American cities over the past decade. Thus, we feel it would be premature to state, at this time, that C.W. Jefferys is more violent or crime-ridden than other schools in the Toronto area. The Panel will further explore this issue in its Final Report.

Finally, the Panel acknowledges that there are distinct methodological strengths and weaknesses with using surveys to document youth attitudes and experiences. For example, one concern is whether the students who completed the survey have similar attitudes and experiences as the students who did not complete the survey. In other words, can the results of the survey be generalized to the entire Jefferys' student population? Dr. Wortley has informed us about these strengths and weaknesses during our consultations and these limitations will be discussed more fully in the Final Report. In the meantime, it is important to note that the Panel is attempting to address these issues using a variety of other approaches and methodologies. These activities are discussed in the final chapter of this report.

Conclusion

SECTION 4.1: CONCLUSION

The Panel is continuing its research work into the themes identified in this report, as well as other systemic issues that impact on the security of students in our public school system. One significant issue is the important role that police play in school safety.

The issue of the school-police relationship is one of the systemic issues that the Panel will be considering. Detective Constable Peter Duncan of 31 Division has publicly stated that he was concerned that officers were not regularly invited to C.W. Jefferys during the recent school year²⁶. Detective Constable Duncan has been invited to share his perspective with the Panel but was unavailable prior to the release of this Interim Report. Principal Anne Kojima described the relationship between officers at 31 Division and C.W. Jefferys having changed during her tenure at the school (2000-2006). Ms. Kojima explained that for many years non-uniformed Street Crime officers would regularly drop by the school in a non-enforcement capacity, but that in her last year as principal (2005-2006) the police presence was limited. Ms. Kojima, “mourned the loss of the relationship” C.W. Jefferys once had with the police.

Ms. Newton-Thompson, Ms Kojima’s successor, denied that she was reluctant to call the police during her tenure. Ms. Newton-Thompson advised the Panel that she would call the police when appropriate and had called the police on a number of occasions.

The role of police officers at schools is a contentious issue that requires further analysis. Chief Bill Blair participated in an extensive consultation with the Panel as did Staff Superintendent Mike Federico and Staff Superintendent Peter Sloly, current and former commanders of the Community Mobilization Unit, respectively. In each of these consultations, the Panel was educated on the various community initiatives and partnerships the Toronto Police Service has developed and is in the process of expanding. Particularly significant to the Panel is Chief Blair’s “Neighbourhood Policing Philosophy” which, since its inception in 2005, has seen an emphasis on the provision of police services by uniformed officers. The Panel looks forward to exploring the challenges inherent in implementing the “Neighbourhood Policing Philosophy” in school communities in which serious trust issues characterize the relationship between police and racialized youth. The Panel hopes to meet with Detective Duncan and others to further research this issue and provide sustainable recommendations for the Final Report. Still to be reported on are the consultations with young people, parents, teachers, union representatives, professional organizations, administrators, superintendents, trustees, social service providers, the Ontario Human Rights Commission and community groups.

²⁶ Ian Matlow, Toronto Star, August 24, 2007, “New principal prepared to right wrongs at Jefferys”

The Panel has also requested several research reports concerning alternative schools and the physical design of safe schools. Presentations and submissions from all community members are welcome. Updates on the progress of the Panel's work can be viewed on its website at www.schoolsafetypanel.com.

Throughout the consultations, community groups have continued to impress one message on the Panel: that we must look beyond C.W. Jefferys as there are systemic issues that impact far beyond this one school. Parents and students have spoken to us of other schools that are perceived to represent a greater threat to safety than C.W. Jefferys. The anecdotes we have heard concerning a small number of schools have caused the Panel serious concern. Accordingly, the Panel proposes to conduct review work similar to its work at Jefferys to clarify these safety concerns. As the proposed review is in its early stages, the Panel has reported to the Director on a confidential basis.

The Panel acknowledges that a great deal of research has already been done on the topic of school and student safety. The TDSB has itself released two major sets of recommendations designed to improve school safety since 2004. It is understandable then, that many community members view the Panel's work with little enthusiasm and some scepticism, as many good reports and recommendations have already been made with little resulting, sustainable changes. The Panel is working with the Ontario Human Rights Commission on a joint symposium tentatively scheduled to take place on September 14, 2007, the purpose of which is to gather the research and identify the barriers that exist in the system to the implementation of effective change. We must overcome these barriers. If we have learned nothing else from Jordan Manners' death, we have learned that change can no longer wait.

SECTION 4.2: INTERIM RECOMMENDATIONS

The Panel has identified four interim recommendations that relate specifically to C.W. Jefferys and to the NW2 family of schools which, by their nature, can be acted upon (if the TDSB is so advised) prior to the Final Report.

1. The Completion of a Building Safety Audit at C.W. Jefferys

The Panel was advised by Safe Schools Administrator, Michael Hill, of the availability of a building safety audit process for TDSB schools. This audit may be invoked on the request of a school principal, and is conducted by Safe Schools advisors with expertise on building safety. There is a formal checklist that is completed as part of this audit.

Neither of the previous two principals had invoked the building safety audit process during their respective terms, nor has such an audit been administered since Jordan Manners' death. Principal Anne Kojima was unaware that such a process existed. Principal Kojima advised that when she was first starting at C.W. Jefferys the school was visited by Michael Hill, who conducted an informal inspection of the school. In a subsequent consultation on this point, Mr. Hill advises that in the year 2000 (when Mr.

Kojima became principal) he was not the safe school administrator for the NW2 family of schools and did not conduct any inspection, formal or otherwise, for Ms. Kojima. In any event, Mr. Hill has never conducted a formal safety audit and in the ordinary course, would delegate such a task to a safe school advisor which process never occurred for C.W. Jefferys. For her part, Principal Newton-Thompson had not yet initiated the audit procedure because, having recently arrived at the school, she was in the process of setting up C.W. Jefferys safe schools committee.

The Panel recommends that a formal building safety audit be conducted prior to the return of students to C.W. Jefferys this September.

2. Additional Human Resources for North -West 2

The Panel need not repeat its conclusions regarding the challenges faced by the community within North West 2. Suffice to say, this area places demands on senior management that greatly exceed those of many other areas of this City.

The Panel recommends that additional human resource support be made available to North-West 2 to address the complex needs of this community. The Panel will reserve for comment, pending its systemic review, what recommendations (if any) ought to be made for potential reorganization of supervisory roles in high-needs communities.

3. Mediation between the Trustee and Superintendent in North -West 2

Through its consultations, the Panel has concluded that the working relationship between the Trustee and Superintendent responsible for the North West 2 family of schools has become dysfunctional. The Panel ascribes no individual blame or criticism for this breakdown of communication. What is clear, however, is that the present situation does not serve the students, parents, teachers, staff and administration within North West 2. It is essential that a professional and effective working relationship be maintained between the Trustee and Superintendent to ensure that appropriate governance and accountability is maintained.

To their credit, Trustee Stephnie Payne and Superintendent Verna Lister both candidly acknowledged that their relationship had broken down and that the current situation is untenable. The Panel has proposed that they participate in a mediation conducted by an independent interpersonal mediator to attempt to resolve this situation. In order to ensure that the necessary logistical arrangements attending this recommendation could be completed in a timely fashion, the Panel advised Trustee Payne and Superintendent Lister (through her employer) in mid-July of its intention to make this recommendation. The Panel is encouraged that both parties agreed in principle to participate in such a process.

The Panel recommends that this mediation be completed as soon as possible, keeping in mind that the school year is set to commence within days of the release of this Interim Report. The Panel will not be participating in the mediation.

4. Extension of the Panel's Work to Other Schools in North -West 2

As referred to above, the Panel has experienced a startling unanimity across a broad cross-section of interests that, while C.W. Jefferys is viewed as a school of choice, there are serious safety concerns regarding other schools in the NW2 family of schools. The Panel is of the view that these schools warrant a more intensive review than was earlier contemplated.

Through the operation of the TDSB's safe school transfer program, the safety of schools within the NW2 family of schools is inextricably linked. As a school which is a net receiver of safe schools transfers from its sister schools, issues of safety and security at C.W. Jefferys cannot be divorced from those of its sister schools. For this reason, it is essential that the conditions at sending schools in the NW2 area be closely evaluated. The Panel believes that this additional work cannot be completed within the timeframe presently contemplated for the release of the Final Report. It is recommended that the Panel's reporting timeline (and resources) be extended to November 15, 2007 to accommodate these additional matters.

The Panel is not prepared to identify the schools of interest, or elaborate on the concerns raised in advance of conducting a proper review. It is gainsaid that the community in the NW2 area is as entitled to safe schools as any other area within the TDSB's jurisdiction, and that when serious safety concerns are raised that they be promptly and fully addressed.

Signatories and Appendices

SIGNATORIES OF THIS REPORT

This report is respectfully submitted this 28th day of August, 2007 on behalf of the
School Community Safety Advisory Panel:



Julian N. Falconer – B.A., L.L.B.
Chair



Peggy Edwards – M.S.W.
Member



Linda MacKinnon – M.Ed., B.Ed.
Member

Appendix A:

Terms of Reference for the School Community Safety Advisory Panel (June 5, 2007)

The independent Panel shall make findings and recommendations to the Director of the Toronto District School Board by July 16, 2007 with respect to:

The practices and procedures at C.W. Jefferys in the two years prior to May 23 2007 with regards to student supervision, student discipline and building security;

Factors influencing the ability of C.W. Jefferys in particular or the Toronto District School Board schools in general to maintain student order and discipline;

Improving practices in TDSB schools with regards to prevention, school supervision, discipline and security which will create a positive, safe and welcoming school environment.

The Panel will give current and past C.W. Jefferys students an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys employees (teachers, support staff and administration) an opportunity to describe their experiences in the school.

The Panel will give C.W. Jefferys parents an opportunity to describe their experiences with the school.

The Panel may make such other enquiries and consultations it deems necessary to achieve its objects, including but not limited to:

Community agencies and advocacy groups and Trustees

School Board administration

Unions and employee groups

Appendix B: Change to Terms of Reference (July 6, 2007)



5050 Yonge Street, Toronto, Ontario M2N 5N8 • Tel: (416) 395-8201 • Fax: (416) 393-0889

GERRY CONNELLY

Director of Education

July 6, 2007

Julian N. Falconer, Chair
School Community Safety Advisory Panel (SCSAP)
3701 Chesswood Drive
Suite 326
Toronto, ON M3J 2P6

Dear Julian Falconer:

Concerns have been raised in the last several days about the possible vulnerability of female students who are members of racialized minorities, to acts of violence and exploitation.

As a result, I am writing to you in your capacity as the Chair of SCSAP to clarify the terms of reference of the Panel's review of school safety. It is essential that the Panel include in its review the particular risks to the safety of female visible minority students that may exist with our schools.

The circumstances of the last two weeks of operation of the review require that I provide the Panel with the following directive: the Panel, in making any finding of fact or in making recommendations, is not to make any determination of criminal or civil liability of any person.

I trust these clarifications are acceptable with the Panel. Should you have any questions, please do not hesitate to contact me directly.

Yours truly,

A handwritten signature in black ink that reads 'Gerry Connelly'.

Gerry Connelly
Director of Education

Appendix C: People and Organizations Consulted to Date²⁷

June 14, 15, 19, 20, 21, 22, 25, 26, 27, 28, 29/2007

Consultations with Students, Teachers and Staff at C.W. Jefferys

- 41 Students
- 30 Staff and Students

July 4, 2007

- Teacher, C.W. Jefferys

July 5, 2007

- Staff Member, C.W. Jefferys

July 6, 2007

- Youth consultation -Black Creek Community Health Centre

July 9, 2007

- Staff Member from C.W. Jefferys
- Stephnie Payne (TDSB Trustee)

July 10, 2007

- Zanana Akande
- Youth consultation - Black Creek Community Health Centre

July 12, 2007

- Penny Mustin (TDSB)
- Grant Bowers (TDSB)

July 13, 2007

Community Dialogue with representatives from the following organizations:

- Belka Enrichment Centre
- Black Creek Community Health Centre
- Chesswood Employment Resources Centre
- Community Development Officers, City of Toronto
- Conflict Mediation Services of Downsview
- Community and Legal Aid Services Program (CLASP), York University
- Delta Family Resource Centre
- Driftwood Community Centre
- Jamaican Canadian Association
- Jane/Finch Community and Family Centre

²⁷ Where confidentiality has been requested, individual names have not been provided.

- Jane Finch Community Legal Services
- PEACH (Promoting Economic Action and Community Health)
- San Romanoway Revitalization Association
- Substance Abuse Program for African Canadian/Caribbean Youth, CAMH
- Youth Connect, Griffin Centre
- Youth Issues, JVS Toronto
- Youth Without Shelter

July 16, 2007

- Charles Roach (lawyer) and Black Action Defence Committee

July 17, 2007

- Meeting with Parents at San Romanoway Revitalization Association
- Meeting with Youth at San Romanoway Revitalization Association

July 18, 2007

- Retired Teacher
- Parent
- Staff Member from C.W. Jefferys

July 19 2007

- Barbara Hall (Chief Commissioner) & staff team - Ontario Human Rights Commission)

July 23, 2007

- Lisa Vincent (President, Ontario Principals' Council)
- Mike Benson (Executive Director, Ontario Principals' Council)

July 24, 2007

- Howard Goodman (TDSB Trustee)
- Stephnie Payne (TDSB Trustee)

July 25, 2007

- The Ashanti Room Supporters of Equity for Charis Newton-Thompson and Safety for all in Schools

July 26, 2007

- Cathy Dandy (TDSB Trustee)
- James Pasternak (TDSB Trustee)
- Verna Lister (Superintendent, TDSB)

July 27, 2007

- Sheila Cary-Meagher (TDSB Trustee)

July 30, 2007

- Scott Harrison (TDSB Trustee)
- Bruce Davis (TDSB Trustee)

July 31, 2007

- Toronto Police Chief William Blair
- Youth consultation – Jane/Finch Community and Family Centre -The Spot
- Chris Bolton (TDSB Trustee, Vice-Chair)
- Mari Rutka (TDSB Trustee)

August 1, 2007

- Khalid Mouammar (Canadian Arab Federation, President.)
- Eman Ahmed (Canadian Council of Muslim Women, Project Coordinator)
- Saira Zuberi (South Asian Legal Clinic)
- Deepa Mattoo (South Asian Legal Clinic, Coordinator of Pro Bono Legal)
- Suad Aimand (Somali Parents for Education)

August 2, 2007

- Parent
- Family
- Soo Wong (TDSB Trustee)
- Parents' group at PEACH

August 3, 2007

- Grant Bowers (TDSB)
- Nadia Bello (TDSB Trustee)

August 7, 2007

- Parent

August 8, 2007

- Barbara Hall (Ontario Human Rights Commission)

August 9, 2007

- Karl Sprogis, Toronto Schools Administrators Association (TSAA)
- Ami Trufler (TSAA)
- Don Stuart (TSAA)
- Susan E. Fraser, lawyer
- Canadian Training Institute – Breaking the Cycle
- Community and Legal Aid Services Programme (CLASP), York University
- Pro Bono Law Ontario
- Justice for Children and Youth
- St. Stephen's Community House

August 10-11, 2007

Public Consultations at C.W. Jeffreys (17 deputations on Friday, 16 on Saturday):

- 9 presenters from social service/advocacy groups (e.g. Justice for Children and Youth, PEACH, Friends in Trouble, Parents of Black Children, Metropolitan Action Committee on Violence Against Women and Children, Sexual Assault Steering Committee, Toronto,)
- Stephnie Payne (TDSB Trustees)
- Sheila Cary-Meagher (TDSB Trustee)
- Nadia Bello (TDSB Trustee)
- Olivia Chow (MP)
- Gabriel Fowodu, Vice-President, Parent Council (C.W. Jefferys)
- Chief Commissioner of Ontario Human Rights Commission, Barbara Hall
- 4 Youth
- 5 Parents
- 2 Parents/Members of Tenants' Councils
- Parent/School Council Co-Chair
- Retired Teacher
- Guidance Counsellor
- School Settlement Worker
- NDP Candidate York West/Parent
- Elizabeth Buchanan (Friend of Jordan Manners' Mother)
- Roger Rowe (lawyer/parent)

August 14, 2007

- Toronto City Councillor Joe Mihevic

August 15, 2007

- Stan Gordon (Vice-Principal at C.W. Jefferys, 2004-2007)
- Teacher from C.W. Jefferys
- Gerry Connelly (TDSB Director of Education)

August 16, 2007

- Barbara Thompson (Black Youth Helpline)
- Coalition of African Canadian Organization, with representatives from:
 - African Canadian Heritage Association
 - Canadian Organization of Black Lawyers
 - Canadian Race Relations Foundation
 - Global African Congress
 - Jamaican Canadian Association
 - Kenyan Community in Ontario
 - National African Canadian Umbrella Organizing Committee
 - Organization of Parents of Black Children
 - United Achievers

August 18, 2007

- Breakfast of Champions/Summer Celebration (Youth Association for Academics, Athletics and Character Education)

August 21, 2007

- Marcia Powers-Dunlop (Chief Social Worker, TDSB)
- Dave Johnston (Chief Social Worker, TDSB)
- Doretta Wilson (Executive Director of the Society for Quality Education)
- Retired Teacher

August 22, 2007

- PEACH Celebration
- Mike Hill (Safe Schools Administrator, TDSB)
- Toronto Supervisors Officers Association (TSAO)

August 23, 2007

- Teacher, C.W. Jefferys
- Anne Kojima (former Principal at C.W. Jefferys)
- Charis Newton-Thompson (Principal at C.W. Jefferys, 2006-2007)
- Sheila Ward (Chair of Trustees, TDSB)

August 24, 2007

- Staff Superintendent Sloly (Toronto Police Service)
- Staff Superintendent Federico (Toronto Police Service)

August 27, 2007

- Staff Member, C.W. Jefferys
- Charis Newton-Thompson (Principal at C.W. Jefferys, 2006-2007)

Report
Task Force on Safe and Compassionate Schools
Toronto District School Board

1. Purpose

On December 17, 2003, the Toronto District School Board Board of Trustees passed a motion that directed that a Safe and Compassionate Schools Task Force be established to ensure that Board schools are safe and inclusive learning environments for students and safe places in which employees work.

2. Task Force Objectives

To assess the effectiveness of the current Board's Safe Schools Policy and its implementation

To identify the necessary steps to ensure that every Board school is a safe, compassionate, peaceful and inclusive learning environment in which to study and to work

To assess whether race, gender, sexual orientation, mother tongue of students, disability, socio-economic status, or other dimensions of diversity as listed in the Board's Equity Statement has any impact on the application of the Safe Schools Policy and, if so, what the impact is.

To make recommendations to the Board and/or other public bodies on steps that can be taken to make schools safer and that will ensure that every student is treated fairly and equitably. This includes but is not limited to such recommendations as may have regard for legislation, regulations, policies, procedures, operations, or budget allocations. All such recommendations are to identify the short, medium and long term timeframes.

To request that the Ontario Public School Boards' Association assist with the information gathering, analysis of province-wide issues and public advocacy and lobbying necessary to effect provincial reviews of and changes to the legislation as recommended

The Task Force was to report to the Board of Trustees at its May 2004 meeting.

3. Task Force Membership

Zanana Akande, (Co-Chair) is a former principal with the TDSB. She is currently the President of Urban Alliance on Race Relations and President of Harbourfront Centre.

Chris Bolton (Co-Chair) is the Toronto District School Board trustee for Ward 10 - Trinity Spadina. He has been trustee since the election in November, 2003. Chris has also worked in the same Ward as a teacher, Special Education Consultant, and principal for 30 plus years from 1972 to 2001. He has also been involved in alternative schools programming, community schools movement and the preservation of public education in Canada.

Norm Forman, is an advocate for and consultant to the needs of special education students. Dr. Forman is a practicing Psychologist with over thirty years of experience. He is a member of the Canadian Psychological Association, The Council for Exceptional Children, and is listed in the Canadian Register of Health Service Providers in Psychology. He is a member of the Education and Advocacy Committee of a major special needs association and is the representative to the Special Education Advisory Committee (SEAC) of the Toronto District School Board..

Dr. Alok Mukherjee, teaches about Indian culture and society at York University. He is a consultant in equity, human rights and organization change. Dr. Mukherjee has served as Acting Chief Commissioner of the Ontario Human Rights Commission, and as a member of the Ontario Civilian Commission on Police Services.

Rick Sin, is a registered social worker. He received his MSW from McGill University and is currently doing his doctorate in sociology at the University of Toronto. He is a former Executive Director of the Chinese Canadian National Council Toronto Chapter, the Diversity Manager of the Canadian Cancer Society, and a social worker in Montreal, New York and Hong Kong.

Helen Yabu, has a long history with the TDSB. She attended Lord Dufferin PS and Jarvis Collegiate as a student. Helen's career with the TDSB included teaching and consulting in special education in several schools across the city. She has been a vice-principal at Leslieville PS and principal at Pape Avenue and Jesse Ketchum Schools.

Hamoon Ekhtiari, is 17 years old, came to Canada less than 3 years ago and started school in Grade 10 at Newtonbrook S.S. and is in his last year of high school. He is Vice President of TDSB's Supercouncil.

4. Consultation Process and Participants

The Task Force consulted with staff, students, parents, community agencies and organizations, and the community during the months of March, April, and May 2004. A community consultation was held in each of the four quadrants. Participants were divided into small working groups (roundtables) to discuss their views and recommendations in regard to the *Safe Schools Policy*. Each roundtable session was facilitated by a member(s) of the task force and summarized by recorders.

The task force held a total of 16 days of hearings to receive presentations. These presentations ranged from community organizations and individuals representing and involved with equity issues, students with disabilities, safe schools, and marginalized/racialized communities to organizations representing school staff (teachers, support staff and administration (principals and vice principals), central board staff from Equity, Human Rights, Safe Schools and Legal).

Over 300 emails were received from individuals and organizations who wished to offer written materials and opinions. These have been compiled and summarized.

Task Force members also met with representatives of the Ontario Human Rights Commission.

Special attention was paid to the youth/students consultation process. Task force members attended the TDSB Youth Equity Conference and made themselves available for one-on-one consultation with conference participants. A survey was circulated to all participants for their input.

Students were asked to share their opinions on the *Safe Schools Policy* at four consultation meetings – one in downtown Toronto, one in Scarborough, one at the Alexandra Park Community Centre and one at the San Romanoway Revitalization Association where a number of parents were also present. In total, over 160 children, teens, young adults and youth workers attended these consultations.

In addition to these community consultations and hearings, the task force received a number of written submissions. In total the task force consulted with over 600 people.

The Task force would like to thank the many individuals, organizations, and groups/agencies who took the time to participate in the consultation process. It would be difficult to name the over 600 parents and community members and the over 300 students, but we will attempt to name those groups and organizations that signed in for the sessions and wrote:

Alexandra Park Community Centre Youth
 Bellwoods Community Legal Services
 Canadian Union of Public Employees
 Community Equity Reference Group
 Delisle Youth Services
 Elementary Teachers of Toronto
 Extend-A-Family
 Flemington Legal Services
 Jane/Finch Legal Services
 Leslieville Public School Council
 Ontario Coalition for Inclusive Education
 Ontario Public School Boards Association
 Organization of Parents of Black Children (OPBC)
 Rexdale Community Legal Clinic
 San Romonaway Revitalization Assoc.
 Scott & Oleskiw, Barristers & Solicitors
 Toronto Family Network
 Special Education Advisory Committee

ARCH
 Canadian Race Relations Foundation
 Catholic Children's Aid Society of Toronto
 Concerned Parents
 Earl Grey Senior Public School
 Elms Teachers Council
 Family and Child Skills Development
 Glenview Sr. Middle School
 Justice for Children and Youth
 Ont. Association of Children's Aid Societies
 Ontario Human Rights Commission
 Ont. Secondary School Teachers Federation
 Parent Coalition for Safe Schools
 Safe Schools Forum Working Group
 St. Stephen's Community House
 The Canadian Safe School Network
 Toronto Principal's Association

**** Please note that this has been clarified from earlier versions of the report and integrates the erratum.

However, the task force knows that it has only scratched the surface. Given the short time frame (imposed by the Task Force on itself to ensure that recommendations could be developed before the end of the current school year), there were a number of community and service organizations unable to respond to the invitation to consult at this time. There has also been a heightened degree of research, forums, reports generated within the TDSB and outside that would preclude this report from being other than a snapshot of the moment at which it is written.

5. Introduction

Generally speaking, schools have continued to operate around behaviour management using the *Education Act* as a basis. It is acknowledged that this report addresses exceptional cases, however, the negative impact of the current zero tolerance philosophy has resulted in students and their communities feeling disenfranchised and marginalized not only from their schools but from society in general.

In a school system that addresses itself to all children and which has established a policy of concern and safety for all, it is important that everyone feel that they are being treated fairly and equitably.

The *Safe Schools Policy* of the Toronto District School Board (TDSB) is viewed as a policy that by its very implementation targets the children and youth of racialized and marginalized communities, and students with disabilities. Furthermore, it is clear by the statements made during the consultations, the impact of the *Safe Schools Policy* reaches beyond the walls of a particular school and into the very community itself. The *Safe Schools Policy* is seen by many deputants as a tool to get rid of the student who seems to have problems rather than getting rid of the problems.

The profound, pervasive and powerful sense of outrage felt by the parents who attended the consultations cannot be adequately represented on the written page. And on the basis of the personal stories told at the consultations, they are justified. Parent after parent spoke of the frustration of trying to maneuver through a system that seemed to be crammed with roadblocks designed to exclude parents from the process. Time and time again, the task force heard of attempts to speak to administrators at the school and board level only to be rebuffed. It is clear that the perceived heavy handedness on the one hand, and the perceived lack of interest in looking at mitigating factors on the other hand has resulted in distrustful, toxic relationships between too many parents and administrators and between too many communities and the Toronto District School Board.

In its consultations around *Safe School Policy* it became evident that the linkages between our schools and other societal institutions needed to be explored. Schools are seen as vital tools in effecting positive changes in our communities and participants were particularly concerned that schools had little connection to the communities in which they were situated. Community members, especially those from racialized and marginalized communities emphasized the direct link between healthy schools and healthy communities, and between education and gainful employment. "None of us want our children to live in poverty. We want our children educated so that they can live healthy and responsible lives," said one participant. There is great fear that children and youth who are alienated by their schools will be lost to the community.

The task force identified through anecdotal evidence, the impact current *Safe Schools Policy*, has had on our criminal justice system. The Ontario Human Rights Commission report *Paying the Price: The Human Cost of Racial Profiling* reports, "Persons who work with children and youth confirm that suspended students are more likely to hang out on streets and in malls creating the

potential for increased contact with the police. Children who are out of school are more likely to meet anti-social kids and learn or engage in anti-social behaviours”.

Lawyers and advocates working with young offenders confirm that the majority of young offenders have interacted with the *Safe Schools Policy* at an early age. As one parent put it, “We need to help the kids in elementary school right now. We will lose them in middle school and they will be criminals by high school.”

This is not to say that every student who is expelled or suspended will end up in the criminal justice system. But it makes the point that the education system does not exist in isolation and that the zero tolerance philosophy of TDSB’s current *Safe Schools Policy* can have a life long effect. The Toronto District School Board is part of the broader society and these issues cross many borders. It is important therefore, to locate our schools in that continuum to ensure that children’s needs are met and accommodated before these issues transition into other milieus.

Recommendation 5:1

The creation of the task force has stimulated a notable upsurge in data collection and analysis of various legal, social and human rights aspects both within the Toronto District School Board and within other boards and communities. Much of this information will not be available until after the task force reports to the Board. To say, therefore that the task force has been able to get the full picture is not reasonable.

Therefore, it is recommended that a new reference group called the *Safe and Compassionate Schools Work Group* consisting of Board Trustees, community, students and staff, is established to monitor *Safe Schools Policy* implementation. The *Work Group* will hold regular reviews and be given the power to make recommendations to the Program and School Services standing committee of the Board for consideration, additions and modification to *Safe School Policy* and its implementation. The composition and detailed mandate will be brought to the board of Trustees in June, 2004. The mandate will include but not be limited to the following areas: monitoring the implementation of any recommendations accepted by the Board; ensuring annual reviews of the *Safe School Policy*; overseeing the collection of statistical information and the dissemination of such information to schools and the public; effecting prominent use of preventative measures such as peer counselling and restorative justice; and continuing the consultation work begun by the task force including exploring the linkages between our schools and other societal institutions to create potential collaborative relationships. The workgroup will also liaise with school based safe school committees.

Timeline Sept., 2004 Responsibility: Office of Associate Director and Program and School Services

Recommendation 5:2

There has been much discussion by those who feel disenfranchised that the *Safe Schools Act* should be repealed. In the vast majority of consultations, this notion repeated itself. Therefore, given the real concerns about the implementation of the act raised by communities in Toronto and by the Ontario Human Rights Commission, the task force recommends that the Board appeal to the Provincial Government to repeal the *Act*.

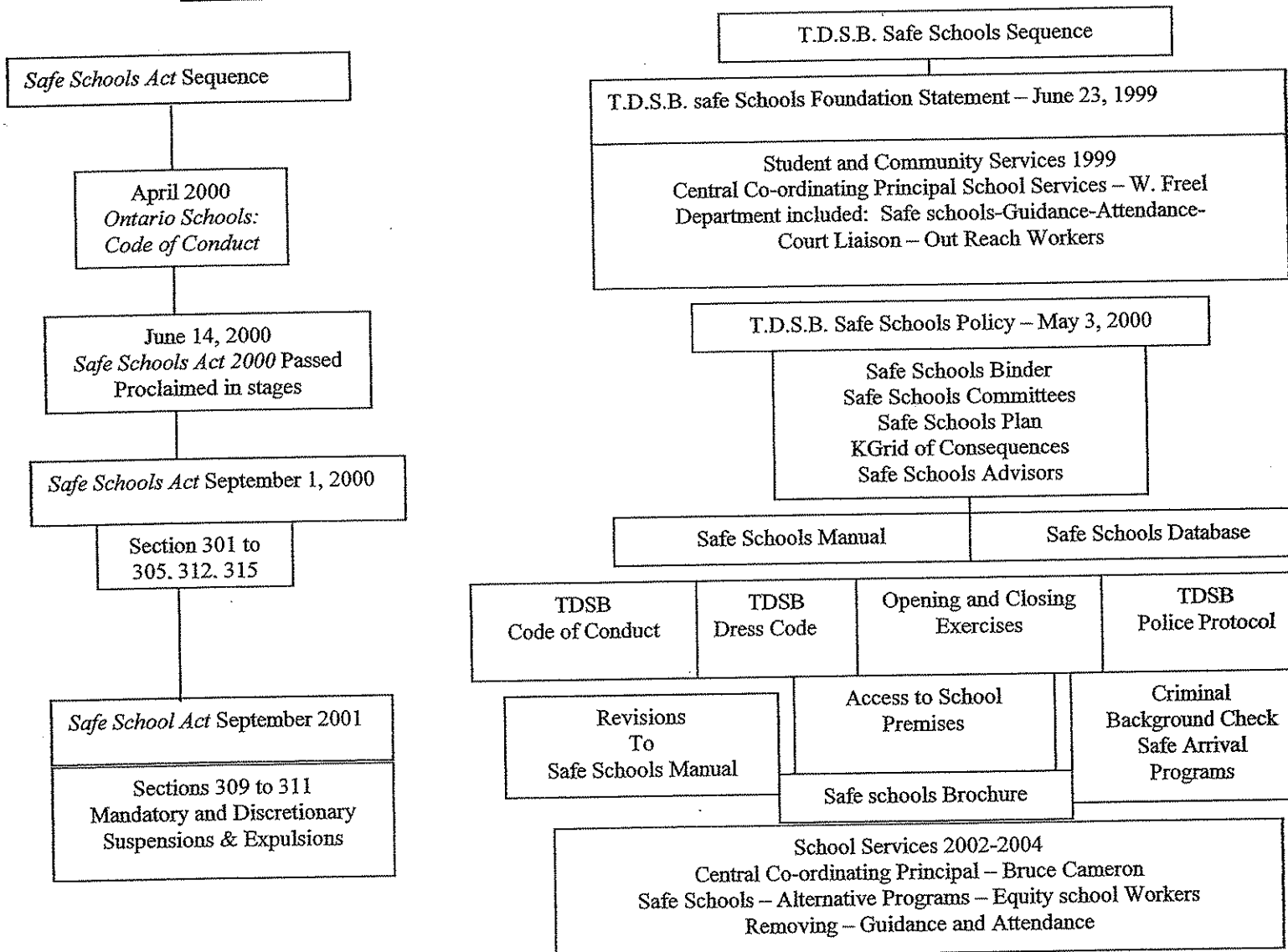
Timeline May, 2004 Responsibility: Board of Trustees

6. History of Provincial Legislation, Toronto District School Board Safe School Policies and Zero Tolerance

In a presentation by the Safe Schools Department to the Task Force the history of the provincial legislation and ensuing TDSB policies were outlined. It appears that as TDSB Safe School policies were created the lines between provincial safe schools policies and the zero tolerance policies originating in the United States became blurred and interconnected.

Historical Perspective of Safe Schools and Safe Schools Policy

Education Act, R.S.O.1990, c.E.2 Section 23				
Violence-Free Schools Policy - 1994				
Scarborough Zero Tolerance Policy and other Board Policies				
Amalgamation				
Student and Community Services 1998				
Sharon Bate				
W. Freel	B. McLeod	M. Dorward	T. Parish	Others



Zero tolerance is not part of the provincial legislation language and the task force believes strongly that safe schools policies ought to be thought of as being fundamentally different than zero tolerance. It appears that two messages are being given to the administrators of safe school policies. The presence of mitigating factors in provincial legislation and TDSB safe schools policies inhibits the description of the *Safe Schools Policy* as being strictly zero tolerance.

One race relations expert stated to the Task Force that "Zero tolerance policy has been in effect for 10 years in the U.S. and there is now acceptance of the adverse affects of the policy, particularly the disproportionate and negative impact on minority students which occurs by the very operation of the act. Even though the TDSB has no Ontario statistical data on zero tolerance it would be incredible if the impact was any different from other jurisdictions that have data."

Recommendation 6:1

The task force finds that use of zero tolerance language in TDSB policies presents itself as a compelling implementation practice and recommends that all reference to zero tolerance be removed from all current and future Toronto District School Board's internal and external documents.

Timeline: Sept. 2004

Responsibility: Office of Assoc. Director - Program

7. TDSB Policy and Procedures

The Safe Schools Department has produced a comprehensive *Safe Schools Procedures Manual* which contains the *Safe School Policy* and procedures and corollary policies and procedures.

The manual is divided into the following sections:

- Section A Safe Schools Project Plan
- Section B Safe Schools Policies, Procedures and Guidelines
- Section C List of Additional TDSB Policies and Procedures
- Section D General Considerations Related to Discipline
- Section E Suspension Procedures
- Section F Suspension Review/Appeal Procedures
- Section G Expulsion Procedures
- Section H Expulsion Appeal Process

Recommendation 7:1

The manual itself is very comprehensive but in its present form is not user friendly. The task force found that no attention was given to prevention and intervention techniques and that linkages between safe school policies and other TDSB policies, especially the *Equity Foundation Policy and Procedure, Human Rights Policy and Procedures and Guidelines and Procedures for the Accommodation of Religious Requirements, Practices and Observances* were not emphasized.

Given that the manual is the primary tool used by administrators in the implementation of the *Safe School Policy*, the Task Force makes the following recommendations:

- a) that the *Safe School Procedures* manual be reorganized to facilitate easy access by principals and vice-principals. This would include an executive summary in checklist fashion, of a description of consequences, routines, and protocols which would be placed at the front of the manual.
 - b) That the documents that detail these procedures be referenced as appendices.
 - c) That the remainder of the manual focus equally on prevention and intervention techniques and that a separate section of the binder relate to the creation of and tasks related to safe schools committees.
 - d) That linkages between the *Safe School Policy* and other TDSB policies such as *Equity Foundation Policy and Procedure, Human Rights Policy and Procedures and Guidelines and Procedures for the Accommodation of Religious Requirements, Practices and Observances* be more clearly defined and fully integrated.
- Timeline Sept. 2004 Responsibility: Safe Schools Department*

8. Available Statistics

The only statistics currently available to the Task Force were given to us from the Safe School Department. These statistics did not contain race, language or other identifiers. Other agencies including the Human Rights Commission have articulated the same concerns as the Task Force regarding the information that has not been collected.

Furthermore, the Task Force was advised that due to data base problems, the information that has been collected is not easily produced in a useable form making analysis of the data near impossible.

The Task Force understands that for the Sept. 2002 – Aug. 2003 year, the number of expulsions totaled over 300.

According to a July 23, 2002 Toronto Star article, by Tess Kalinowski "Student Suspensions Up in the GTA – Principals say new mandatory reporting partly explains rise" suspensions rose 40 percent in the 2001 – 2002 academic year to 24,238 from 17,371. (In the data received from the Safe School Department, the suspension figure was 24,202). Although enrollment had dropped slightly in the 2002-2003 academic, year the number of suspensions rose to 26,411 (although the media quotes the figure at 27,000) an increase of 9.1% over the previous year.

Furthermore, the number of students involved in suspensions increased over 7% between the 2001-2002 academic year and the 2002-2003 academic year.

For the 2002-2003 academic year, 77.70% of suspensions were given to boys. The Task Force understands that 20% of suspensions are issued to students with disabilities. It was difficult to get an absolutely accurate reading, since the statistics only reflected the number of times a particular Exceptionality had been selected and a suspension could have more than one

Exceptionality associated with it. The statistics indicated that Behaviour, Learning Disability, and Mild Intellectual Disability were by far the most frequent Exceptionalities identified.

Of the 26,411 suspensions during the academic year 2002-2003, 109 suspensions involved students 5 years of age or younger, 512 involved students 6 years old, 804 involved students 7 years old, 1,041 involved students 8 years old, 1,374 involved students 9 years old and 1,605 involved students 10 years old. Not only were there suspensions in kindergarten, but the Task Force also heard testimony about kindergarten students who were expelled. 8,424 suspensions involved students 11 – 13 years of age; 8,680 involved students 14 to 16 years of age; and 3,862 suspensions involved students 17 to 20 years old. These figures are the number of suspensions given to students. The break down of the actual number of students given suspensions by age group is not available. **** Please note that this has been clarified from earlier versions of the report and integrates the erratum.

Information received from the Ontario Association of Children's Aid Societies indicates that of 3,295 Crown Ward files reviewed, over 20% were suspended at least once from school in the last year. 41% of the Crown Wards who were suspended or expelled had been identified through an IPRC as having special needs. The Catholic children's Aid Society of Toronto, in a similar study indicated that of the 532 Crown Ward files reviewed, 112 or 21% had been suspended at least once from school and 34% of those suspended had been identified through an IPRC as having special needs.

During the task force's consultations, advocates, organizations and many parents called for the statistics collected on expulsions and suspensions to include the race and disability (ies) of the students involved. Furthermore, parents asked that expulsion and suspension data be made available to the public by school in a manner that provides for privacy issues and Freedom of Information. In the words of one parent, "If we are sending our kids to your school, we have the right to get those statistics."

Recommendation 8:1

Based on anecdotal and empirical data as well as minimal quantitative data, it is apparent that the Toronto District School Board's Safe Schools Policy impacts disproportionately on students from racialized and marginalized communities. Without statistics on race it is impossible to know this with any certainty, allowing an unfair discrediting of these communities concerns.

Therefore, the Task Force supports the Ontario Human Rights Commission's recommendation in its submission to the Task Force on April 29, 2004:

a) that TDSB administration be directed to collect and analyze data on expulsions and suspensions under the *Safe Schools Act* and school board policies in order to monitor, prevent and combat any discriminatory effect on individuals protected under the *Code*, including students from racialized communities and students with disabilities. Consult with affected communities and the Ontario Human Rights Commission to establish appropriate guidelines on the collection and use of data, including ensuring anonymity and using data only for the purpose of addressing inequities and promoting compliance with the *Code*. "Where anecdotal evidence of racial profiling exists, the organization involved

should collect data for the purpose of monitoring its occurrence and to identify measures to combat it. Such organizations should consult with affected communities and the Ontario Human Rights Commission to establish guidelines on how the data will be collected and its use. Such data should not be used in a manner to undermine the purposes of the Ontario Human Rights Code.”

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

b) that a researcher/statistician be designated to design an appropriate collection vehicle and data base to facilitate the collection and analysis of these statistics

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

c) that the results become part of the school improvement process at both the Board and school level

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

d) that in addition to the data collected on expulsions and suspensions there be the creation and maintenance of a data base to capture all information relevant to trespass letters, warnings and other exclusionary documents and processes.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept.

e) that the data collected on expulsions, suspensions, trespass letters, warnings and other exclusionary documents and processes be reported monthly to the Board of Trustees.

Timeline June., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

f) that the Board of Trustees take action to ensure that the data base connected to *Safe Schools* be upgraded as soon as possible to allow for accessible accurate and timely statistical data.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

9. Available Research and Reports

Available material from an Ontario perspective is limited. The Toronto District School Board's Legal Department is just completing a research project which looks at the practices of schools boards across the province of Ontario.

The following research materials and reports were reviewed during the Task Force's deliberations:

Blickmore, Kathy (2004) Discipline for Democracy? School Districts' Management of Conflict and Social Exclusion, *Theory and Research in Social Education* Winter 2004, Volume 32, Number 1, pp. 74-96

Harvard University, The Civil Rights Project (2000) Opportunities Suspended: The Devastating Consequences of Zero Tolerance and School Discipline", *Report from a national summit on Zero Tolerance June 15-16, 2000 Washington D.C.*

Horsman, Jenny (2004) The Challenge to create a Safer Learning Environment for Youth *Parkdale Project Read, Spiral Community Resource Group*

Levinsky, Zachary (2003) The *Safe Schools Act*: The Reproduction of Volatility and the Resistance to a "Piece of Paper", unpublished

Ontario Human Rights Commission (2004): The Ontario Safe Schools Act, School Discipline and Discrimination, *unpublished report*

Ontario Human Rights Commission (Dec. 2003) Paying the Price: The Human Cost of Racial Profiling – *Inquiry Report*

Ontario Human Rights Commission (July, 2003) The Opportunity to Succeed: Achieving Barrier-free Education for Students with Disabilities – *Inquiry Report*

Pieters, Gary (2003) Disproportionate Impact, the *Safe Schools Act* and Racial Profiling in Schools, *Ontario Network for Human Rights Web Site*

Roher, Eric M. and Freil, Walter H. (2003) The Right Revolution: The Importance of legal Literacy for Educators, *Education Law News, Borden, Ladner, Gervais LLP*, Fall 2003, pp.2-8

Ruck Martin D., Wortley Scot (2002) Racial and ethnic minority high school students' perceptions of school disciplinary practices: A look at some Canadian findings, *Journal of Youth and Adolescence; New York*

Skiba, Russel J.; Michael, Rober S., Nardo, Abra Carroll (2000) The Color of Discipline, Sources of Racial and Gender Disproportionality in School Punishment, *University of Nebraska-Lincoln, Policy Research Report #SRS1*

Skiba, Russel J.; Peterson, Reece (1999) The Dark Side of Zero Tolerance: Can Punishment Lead to Safe Schools? *Online article, Phi Delta Kappan*
<http://www.pdkintl.org/kappan/kski9901.htm>

Siu, Jenny (2003) 'Has Zero Tolerance Policy in Schools Perpetuated Racism in Ontario's Education System?' Drawing on American Experience *unpublished*

Recommendation 9:1

The Task Force notes an upsurge in research in the area of Safe School policies. The Task Force also notes that the information held by the TDSB about this research is minimal.

The Task Force also notes that work is just beginning on the compilation of best practices in Toronto and in other jurisdictions.

Timeline: School year 2004/2005 Responsibility: Office of Associate Director - Program

Therefore the Task Force recommends

a) that the TDSB research department report back to the working group with a project plan designed to compile research on an ongoing basis including but not limited to: an ongoing review of new research pertaining to safe schools policy implementation; a comprehensive listing of preventative and anti-bullying programs being offered within the TDSB and an evaluation of those programs including best practices; a comprehensive listing of preventative and anti-bullying programs being offered by community groups and agencies and an evaluation of those programs including best practices; a comprehensive listing of preventative and anti-bullying best practices in other jurisdictions including other provinces and territories, the United States, Britain and Australia.

b) That the TDSB work with other research institutes, like The Ontario Institute for Studies in Education and York University, to undertake research to study the impact of current safe school policies on people with disabilities and people from racial minorities

10. Staffing levels

Every time there was a roundtable or a conversation about Safe Schools there were reports of the effects of the decrease in staff. Be it guidance staff, lunchroom supervisors, educational assistants in kindergarten and elementary school programs, child and youth workers for special programs, youth counsellors, hall monitors the comments were the same – return them to support all students but particularly those at risk and with special needs. They are the people who make the schools safe, not cameras and cards.

Unfortunately, statistics from the Toronto District School Board on the changes in staffing levels is hard to acquire for the Task Force. And so we have not been able to attach any hard data.

For recommendations in this area see **Recommendation 11:3.**

11. Results of consultation process

Introductory Remarks

Clearly almost all who attended the consultations believed that discrimination caused students from racial minorities and students with disabilities to be treated more harshly than white students under the *Safe Schools Policy*.

A number of participants expressed the opinion that the system is biased and discriminatory and that “it was time to launch some kind of class action suit against the school board and the province”. Others expressed the view that it was time to repeal the act. “It discriminates against the poor, disadvantaged and those of African heritage”. Still others felt that “The policy that was

in place before the *Safe Schools Act* worked just fine. We should go back to what we had before.”

Time and time again the Task Force heard accounts of incidents involving two students resulting in the black child being suspended while the white child was not. A mother recounted a recent incident, “My son lost two front teeth and the principal said it was a mistake. It was a white kid who pushed him. My other son who is only five years old said it was because the kid was white and my son is black. At five years old my son believes this.”

One student noted that “because we come from a certain neighborhood, we are judged a certain way”. A Somali community member in a written submission to the task force said “Parents are embattled by a system that does not understand either their cultural views or respect their struggles to parent effectively”.

Equity groups found that there was a disparate impact on vulnerable populations including students with special needs, students of colour and immigrant students. In their submission to the task force, one equity group noted that “The *Safe Schools Act* creates a system which disengages most at-risk children and youth from the school community at increasingly earlier stages of their lives.”

In Human Rights Commissioner Norton's report, *An Opportunity to Succeed: Achieving Barrier-free Education for Students with Disabilities* the disproportionate effect of the *Safe Schools Act* on exceptional students is noted. In the Human Rights Commission's *Report on Racial Profiling* racial profiling in schools under *The Safe Schools Act* is a clear concern. The Ontario Human Rights Commission in its soon to be published report *The Ontario Safe Schools Act, School Discipline and Discrimination* states, “Nearly all the interviewees identified discrimination – direct and systemic – as the main reason why the application of discipline in schools has a disproportionate impact on racial minority students and students with disabilities”.

The author of one submission states “Two Toronto lawyers (including the writer of these submissions) who between them have represented 15 students and their parents on expulsion hearings indicate that of the total, all were racialized minorities and 14 were African Canadian. All but one was male. In addition, it appears that the overwhelming majority of the students attending the statutorily required Strict Discipline Programs in Toronto (required when a student has been expelled) are African Canadian.”

Advocates for students with disabilities were no less adamant that the *Safe Schools Act* discriminated against at-risk children and youth. As one advocate stated “People expect that their emotional development should be age appropriate even if their intellectual and cognitive development is delayed”. Another advocate pointed out that the TDSB needed to “recognize that so many of the resources once directed to inclusion, and building equity has been reoriented to the punitive measures of safe schools. TDSB needs to shift and reorient from the punitive to the restorative”.

Recommendation 11:1

The Task Force has concluded that there must be a fundamental change in the direction of the *Safe Schools Policy* from policing to creating truly safe and inclusive schools. In order to achieve this the Task Force recommends that the Board of Trustees redirect funds toward direct services to the schools and toward the creation of a new model which would include educators employed as safe school advisors, youth support workers, attendance counsellors and other youth support positions to work collaboratively with the Equity, Human Rights and Community Services Departments. Given the composition of our schools and the backgrounds of the majority of students who are expelled or suspended, the departments should be supervised by the superintendent of equity and inner-city schools in an enlarged portfolio.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program

Recommendation 11:2:

The Task Force found that the perception of discrimination against students from racialized and marginalized communities and students with disabilities must be addressed. Therefore the Task Force recommends that:

- a) the *Safe Schools Policy* be reviewed to ensure that is consistent with the *Human Rights and Equity Foundation* statements and policies of the Toronto District Schools Board and ensure that all disciplinary actions are consistent with these policies
- b) all staff involved in disciplinary actions within the *Safe Schools Policy* of the TDSB be trained in Equity and Human rights policy implications for Safe School Policy implementation.
- c) training for principals, vice-principals, teachers and staff in cultural awareness, equity and anti-racism training be scheduled as part of professional development
- d) there be careful selection of principals and staff who have knowledge and acceptance of the population the school serves. One of the ways this may be done is by having principals and teachers apply and be interviewed as to suitability for specific schools.
- e) the selection of principals relative to schools be done with the involvement of trustees
- f) every principal must have one year of special education training/experience.
- g) the staff and teacher performance review process be expanded to include Safe Schools

Timeline for all these recommendations be Sept., 2005 Responsibility: Office of Associate Director - Program

Preventative measures and support for at risk children and youth

There is no question that parents, students, teachers and administrators expect our schools to be safe. Participants interpreted that to mean free of weapons, fights, and bullying behaviour where the atmosphere is one of mutual respect. There was clear recognition and strong support for the

need to swiftly penalize acts of wrongdoing. As one student said, "If you come to school with a machete, it's pretty clear that you are going to be expelled. Why does the principal waste time giving the student a twenty-day suspension and then expelling him?"

However, the term, "safe schools" was also interpreted to mean an environment where students of different abilities, backgrounds, and different communication and social skills could feel safe to learn how to achieve their personal best.

In the words of a high school student, "The question we should be asking is why are kids acting up? Kids may have trouble at home, a lack of self-esteem and depression." An eight-year-old had this to say, "There are lots of fights at my school. People are angry with each other. Maybe we could be taught how to talk things over so there wouldn't be so many fights."

The task force found that far too many examples were given by participants of suspensions for behaviour that most likely could have been prevented if there were more trained adults present. The call for more youth counselors, hall monitors, attendance counsellors, community liaison workers and education assistants was heard from every stakeholder. There was recognition that the introduction of the *Safe Schools Policy* concurrent with staff reductions, has resulted in TDSB administration choosing the least time consuming method of addressing perceived 'bad' behaviours. "The act moves the action from supporting the kids to banishing them", said one advocate. While another stated "The result is that we have schools that cater to fewer and fewer types of children".

The overriding sentiment expressed by community consultation participants and community advocates, was that the *Safe Schools Policy* addressed the results of perceived 'bad' behaviour rather than trying to prevent the perceived 'bad' behaviours. Current bullying programs appear to be ineffective by themselves, while one-on-one interventions were virtually non-existent. Participants felt that because of the fragmented approach to programming concepts, it is difficult to develop a culture within the TDSB that is consistent about bullying and how to deal with it. Staff in particular expressed the need for a consolidated approach to the development of programming in this area. Parents feel ineffectual in helping their children who are being bullied and a number stated that they felt even more helpless after seeking the assistance of the school administration.

Although a number of advocates were aware that TDSB had over 500 educational programs aimed at eradicating bullying and encouraging safe schools, they expressed concern that there was no coherent inventory of school programs, community programs or programs being offered through other government agencies. Furthermore it was noted that there seems to be no evaluation of the effectiveness of these programs.

The Task Force received a number of comments around the issue of lunchtime activities. A number of parent and administration representatives pointed out that the reduction of lunch room supervisors has resulted in situations where coverage is lacking during certain times of the lunch periods and that principals and vice-principals in other schools have to fill in the supervision gaps. Because of safety and truancy issues a number of schools do not allow their students to

leave the premises during the lunch breaks. TDSB policy does not allow for volunteers to fill in the gaps.

The result is that far too many students are being supervised by far too few staff. The lack of resources also prevents schools from offering programs to the students at lunchtime. Safe School Committee representatives and parents saw this as losing an unique opportunity to offer programs that would allow students to interact with each other outside of the classroom setting but still under the supervision of adults.

There was a clear call for more programs and more personnel to work with students and parents through workshops, special programs and one-on-one interventions to begin to create a compassionate and caring school environment. There was acknowledgement that this would be a slow and sometimes painful process, but one that in the long run would be far more effective than the punitive responses encouraged by TDSB's *Safe Schools Policy*.

Teacher representatives spoke to the issue of teachers feeling unsupported in some schools and stressed the need for professional development in classroom management techniques, especially for new teachers and principals. The need for more in-school personnel was also discussed by the representatives of elementary and secondary teachers and principals and vice-principals.

Recommendation 11:3

The Task Force has concluded that preventative measures and support for at-risk children and youth must be given priority to ensure that students remain in the school. This means having adults in place who understand youth culture in general as well as the cultures of individual youths themselves. Principals and teachers work in the best interests of the student and want to do what is best for all students however; they have not been given the supports needed to fulfill these obligations. Support for students has been identified by staff, parents and students as crucial in assisting students with problems and helping students in their development. These supports are seen as pivotal in preventing crises, which currently often lead, to suspension or expulsion. The task force therefore recommends that:

a) there be an immediate restoration of appropriate numbers of lunch room supervisors, child care workers, youth support workers, attendance counsellors, hall monitors, caretakers, community liaison workers and educational assistants.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Human Resources Committee

b) three professional development days be devoted to upgrading staff skills in classroom management, and safe school policy implementation including best practices.

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program

c) each of the 500+ anti-bullying and preventative programs apparently available to schools be evaluated and that a menu of a much smaller number of programs be provided to all schools. This will also help to encourage a common language around these issues when students move from elementary schools to middle and secondary schools.

Timeline Dec., 2004 Responsibility: Office of Associate Director - Program and Program and School Services Committee

d) an evaluation of anti-bullying and preventative programs offered by community agencies be undertaken. That barriers to school/community agency linkages be identified and solutions developed to overcome these barriers.

Timeline Dec., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

e) students who are trained in 'anti-bullying' and other preventative programs be used as resources.

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program and Safe Schools Dept

f) it be made mandatory that each school implement an 'anti-bullying' program as part of the School Improvement Plan.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

g) staff and families be trained in 'anti-bullying' programs

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program and Safe Schools Dept

h) safe school audits be enforced.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

Support for suspended and expelled students and their families

Participants of the task force consultations also want our communities to be safe. Many drew a direct link between safe schools and safe communities. In the words of one community member, "There is a relation between what goes on in the community and what goes on in a school. Keeping kids in school is the best crime prevention program".

Parents expressed concern that suspended students were often sent home without any homework so that they could keep up with their schoolwork during their suspension, and that there were not any compulsory programs for suspended students to attend. They stated that it seemed that all of the programs available are overbooked. In the words of one parent, "The Zero Tolerance policy dehumanizes perpetrators of wrong by seeming to just cut them off." An advocate group working with children and youth notes, "There is no protocol in place for connecting suspended students with supports during the suspension. If work is assigned, there is no accompanying supervision or tutoring for the student. When these students return to class they often find themselves 'hopelessly lost' because of missed lessons. Suspensions can become idle time spent in malls or neighbourhood parks where police attention is attracted. Sending them unsupervised into the community ultimately makes neither our schools nor communities safer."

Parents and advocates pointed out that families and therefore the larger community can suffer economically when kids are suspended or expelled. One mother told the task force, "I have six kids and I lost my job because I had to stay home when my son was suspended." She is still looking for employment.

Advocates noted that students feel alienated and depressed as a result of suspension, a view supported by one mother's remark "My son told the social worker that he wants to kill himself. He is nine years old."

A staff member of a social service agency related the difficulty her agency has had in getting information out to schools about programs available to students in the process of being suspended or expelled. She wondered how the collaboration between schools and community organizations could be encouraged and facilitated.

A number of students also thought that there were ways to make suspensions more meaningful. One student told the task force, "Make sure that kids who fight and get suspended get some help to make sure that they can leave the fight behind and get on with life. Otherwise when they get back to school they will just fight again." Another idea from another student, "Instead of giving students in Grades 11 & 12 suspensions, make them do community service so that it goes toward the community service time they need to graduate."

Parents and advocates are concerned that there appears to be little attempt to seek alternative responses that would afford the perpetrator the chance to understand the impact of his/her behaviours on other students while at the same time meet the needs of the victim who has been traumatized. Little emphasis appears to be given to the reintegration of the suspended student. In the words of one parent, "Zero Tolerance in our schools is fundamentally flawed because it leaves no room for forgiveness. No room to exercise forgiveness. No room to learn forgiveness."

Recommendation 11:4

The Task Force believes that further research needs to be done by the Work Group to explore alternative responses to perceived 'bad' behaviour resulting in expulsion and suspensions.

There are too many scattered programs funded by too many different provincial ministries making it difficult for schools to easily access special programs.

In the immediate however, the Task Force recommends that the Toronto District School Board appeal to the Ministry of Children and Youth Services to coordinate all school board/local organization partnerships with an emphasis on programs that focus on students returning to the school system.

Timeline Sept., 2005 Responsibility: Office of Associate Director - Program

Recommendation 11:5

Given that all students need to have educational experiences and the opportunity to learn or do homework in a safe place, the task force recommends that

- a) appropriate mandatory programs be created with sufficient capacity to service both suspended and expelled students.**
- b) the Board of Trustees immediately arrange to negotiate the funding of these programs by the Government of Ontario.**

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

Expulsion and suspension processes

It is no surprise that expulsion and suspension processes brought the most vehement response from both parents, students and their advocates. Complaints were heard frequently throughout the consultation that administrators were refusing to speak to community representatives, were failing to provide translators, and that parents were being treated with contempt or ignored altogether. Some parents felt that their children were at risk for more severe punishment as a result of the parent speaking up. Others felt bewilderment at trying to maneuver through a system they did not understand often in a language that was not their first language.

Students complained that they were never given a chance to have their side heard. One student observed that "There is a disconnect between the administration and the student". As one advocate group stated, "From a legal perspective, the current policy denies the student natural justice and fairness. From a pedagogical perspective, the student is more likely to consider the process fair, to internalize the seriousness of the right to education, and to accept responsibility for the results of a process in which the student has participated fully."

Parents at every consultation meeting echoed one parent's opinion. "There should be a process that involves the parent, child, principal, teacher and other parties to talk about the problem before the child is suspended. The principal should call the parent and attempt to consult with them prior to a suspension".

Parent after parent spoke about students being sent home without the proper paper work and without parents being told. Advocates reported that too many "informal" suspensions or suspensions without paperwork were being issued. Advocates pointed out that there is no authority under the *Education Act* to remove a child from school premises without proper documentation and due process.

"What I want to know is why are children in kindergarten being suspended or expelled under the *Safe School Act*?" asked a parent. This was raised at each public consultation meeting. The child in each account was either black or had a disability.

Parents of and advocates for students with disabilities complained that students with disabilities were being suspended for behaviour directly related to the student's disability. In one case, a student with Tourette's Syndrome was suspended for swearing, a symptom of the condition.

Furthermore, it appeared that in a number of instances, failure to accommodate a student with a disability led to behaviour directly related to the disability, for which the student was then suspended.

“While the principal’s manual includes a reference to the fact the principals should consider the effect of a student’s disability before imposing discipline, it does not make it clear that disciplining a student for conduct associated with a disability is discrimination and illegal, unless the student has been accommodated to the point of undue hardship”, pointed out an advocate group in their submission.

Recommendation 11:6

The calls for due process by parents and advocates necessitates the Work Group to further investigate ways to make the expulsion process more transparent and inclusionary. The Task Force recommends the following:

- a) That there be a thorough review of the expulsion procedures including the appeal process to make sure that everyone has a voice

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program and Safe School Workgroup and Safe Schools Dept

- b) That a protocol be established and advertised that delineates the support for students which must have been enlisted prior to suspension being applied. In extreme circumstances the protocol may be waived but is subject to mandatory review by the Board of Trustees.
- c) That TDSB policies be changed to require a review of mitigating factors when considering discretionary suspension/expulsion.
- d) That appeals on suspensions must be heard within 48 hours.
- e) That there be reinstatement of special education classes in some locations.
- f) That there be no expulsions from kindergarten to grade three.
- g) That no “informal” suspensions or suspensions without the appropriate paperwork be issued.
- h) That the template used for suspensions or expulsions list the mitigating factors that administrators review when considering a suspension or expulsion.
- j) That the student to be subjected to discipline be a party to his or her own hearing including his/her own representative.
- k) That Toronto District School Board establishes a standing committee with permanent members for Expulsion Hearings and that the Toronto District Schools petition the provincial government make these committee positions paid per diem.

Timeline for sections b) to h) Sept., 2004 Responsibility: Office of Associate Director - Program and Safe Schools Dept

Recommendation 11:7

In the consultations with families and community members there were repeated comments about the need to have objectivity, impartiality and timely responses to the issues concerning *Safe School Policy Implementation*. Those who discussed this expressed their concern that existing Safe School personnel were not able to be impartial and were working for the TDSB staff. They also felt that some people were not impartial with students when they returned.

Therefore it is recommended that the Toronto District Schools establish a separate office for concerns and issues about Safe Schools (and other areas of community interaction) during the transition period to more preventative measures, in the form of an 'ombudsperson office' with staff who are funded by the TDSB, but who report directly to the Chair's Committee of the Board of Trustees. It will be the mandate of this office and to vet complaints and advocate on behalf of students and their families. There should be an assessment of this office after two years.

Timeline: School Year 2004/2005 Responsibility: Board of Trustees

The Task Force's survey at the Student Equity Conference confirmed that the *Safe School Policy* is not well communicated to the parents and students. Parents from racialized and disadvantaged communities in particular expressed feelings of alienation and identified language and cultural barriers as the two most important factors influencing the teacher/parent, principal/parent relationship. Parents of children with disabilities identified a lack of understanding of their children's disabilities and the desire by the administration to warehouse their children as an ongoing source of frustration.

Parents expressed frustration about the lack of communication about their child's performance at school. "My child did not attend school for three months and no one contacted me and told me", said one parent. Another parent stated that "Because parents don't have time to come in to the school because they are working, the administration says these parents don't care." It appears from what was said to the task force that lots of parents do not know that they have the option to appeal. Many parents said that the letter comes in English only, and sometimes by the time they get the letter the child is back in school.

The issuance of trespass letters was seen as yet another way to avoid parents who advocate on behalf of their children. The process itself is mired in difficulties, which serve to support the view that the TDSB administration is not interested in community or parental input.

Many parents and advocates pointed out that trespass letters and notices of suspension or expulsion are written only in English, and that translators never seem to be available for meetings between parents and TDSB staff.

Recommendation 11:8

The Task Force found that many families and community members did not fully understand the *Safe Schools Policy*. Therefore the Task Force recommends that:

- a) A *Rights and Responsibilities* document for staff, families, communities and students that is consistent with human rights policy and equity foundation statements be made available by TDSB administration.

Timelines: Sept. 2004 Responsibility: Legal Department and Safe School Department

- b) all documents referencing *Safe Schools Policy* be written in plain language and be translated into the appropriate languages.

Timelines: Sept. 2004 Responsibility: Legal Department and Safe Schools Department

- c) a pamphlet be written, translated and distributed to schools and all families and students which addresses the rights and responsibilities of students and their families in regard to suspensions and expulsions and other legal disciplinary actions within the Board.

Timeline Sept., 2004 Responsibility: Legal Services and Safe Schools Department

- d) the process for the removal of such disciplinary actions as letters of trespass, cease and desist, and other correspondence be part of the original letter and conditions.

Timeline Sept., 2004 Responsibility: Legal Department and Safe Schools Department

- e) schools be directed to hold community information sessions to encourage every member of the community to be informed about the *Safe School Policy and Procedures*

Timeline Sept to Dec 2004 Responsibility: School Administrators

- f) the Safe and Compassionate Schools Working Group design a protocol on how the *Safe Schools Policy* is applied to special needs children

- g) the Board of Trustees pressure the provincial government to modify the grants system for special needs students and students at risk, to allow Boards of Education to be more flexible in kinds of programming and support offered to meet the needs of all students

- h) the Safe Schools department translates all relevant documents in – list languages – and distributes those to schools before Sept. 2004.

Timeline Sept., 2004 Responsibility: Safe Schools Dept

- i) the Safe Schools Department ensures that school administrators access translation services available to parents and students.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program

- j) the Safe Schools department and the Equity Department immediately create a communications strategy to outreach effectively to communities which feel most disenfranchised by the *Safe Schools Policy*.

Timeline Sept., 2004 Responsibility: Office of Associate Director - Program, Equity, Human Rights and Safe Schools Dept

k) the TDSB ensure that all Grade 7 – 12 students have drug abuse courses and opportunities for counselling as part of the curriculum

Keeping our children in school

The appropriateness and availability of programs, materials and facilities was raised by current students and recent high school graduates. One high school student noted that black students feel alienated because, "The books at schools don't relate to the kids here. Kids need books that have role models who look like them. We need more books that are about black people."

A recent graduate said, "I tried really hard to stay out of trouble. It was a struggle for me to finish high school. You go to school and then they give you homework and its survival of the fittest." He went on to explain that schools should be open longer then 9 – 3. He pointed out that, "Not every one has a computer at home and we all need access to computers. Computers should be available at school, after school ends for the day." A number of recent graduates believed that they would have done better at school if they had help with their homework. In the words of one, "Kids will act out because they cannot do the work".

Another recent graduate advocated turning schools into community centers after school hours. He pointed out that if kids had programs like basketball to go to after school, they would not get involved in street life.

Recommendation 11:9

In order to assist students who may not have appropriate supports outside of formal school hours to assist them in their studies, the Task Force recommends that the Safe and Compassionate Schools Work Group collaborate with appropriate Board committees to identify ways study support can be given to students after school hours.

Timeline: School year 2004/2005 Responsibility: Board of Trustees

12.and Finally

We know from our consultations that we have heard from many people who are disenfranchised, marginalized or represent clients who feel this way. We also realize that these people are concerned about a small number.

Because of our partnership with the Ontario Public School Boards Association there will be a seminar to discuss the report at the Annual General Meeting on June 4. In addition, the Human Rights Commission has asked for a copy of the report. Various groups are deliberating Safe Schools policies. The Task Force hopes that this report will become part of the deliberations of the Ontario Provincial government safe schools review that is underway.

Erratum to Report from the Task Force on Safe and Compassionate Schools presented to the Toronto District School Board, May 11, 2004. Page 2

Ontario Coalition for Inclusive Education
Extend-A-Family
Toronto Family Network
Organization of Parents of Black Children (OPBC)
Concerned Parents

Erratum to Report from the Task Force on Safe and Compassionate Schools presented to the Toronto District School Board, May 11, 2004. Bottom of page 9, top of page 10

Furthermore, the number of students involved in suspensions increased over 7% between the 2001-2002 academic year and the 2002-2003 academic year.

For the 2002-2003 academic year, 77.70% of suspensions were given to boys. The Task Force understands that 20% of suspensions are issued to students with disabilities. It was difficult to get an absolutely accurate reading, since the statistics only reflected the number of times a particular exceptionality had been selected and a suspension could have more than one exceptionality associated with it. The statistics indicated that Behaviour, Learning Disability, and Mild Intellectual Disability were by far the most frequent Exceptionalities identified.

Of the 26,411 suspensions during the academic year 2002-2003, 109 suspensions involved students 5 years of age or younger, 512 involved students 6 years old, 804 involved students 7 years old, 1,041 involved students 8 years old, 1,374 involved students 9 years old and 1,605 involved students 10 years old. Not only were there suspensions in kindergarten, but the Task Force also heard testimony about kindergarten students who were expelled. 8,424 suspensions involved students 11 – 13 years of age; 8,680 involved students 14 to 16 years of age; and 3,862 suspensions involved students 17 to 20 years old. These figures are the number of suspensions given to students. The break down of the actual number of students given suspensions by age group is not available.

TORONTO DISTRICT SCHOOL BOARD

SAFE AND COMPASSIONATE SCHOOLS WORK GROUP

DECISION SOUGHT: To provide information to the Board on the activities of the Safe and Compassionate Schools Work Group and request Board approval of staff recommendations.

CONTEXT: On 19 May 2004, the Board decided:

- (a) That the report of the Task Force on Safe and Compassionate Schools be referred to the Chair's Committee:
 - (i) to establish the work group as recommended in Recommendation 5:1 of the report (see A. below);
 - (ii) to review and report back to the Board by September 2004 regarding implementation of the recommendations;
- (b) That recommendations 7:1 , 9:1 , 11:2 (a) only, 11:3 (f) and (h) only, 11:5 , 11:6 (b) only and 11:8 (a) to (e) and (h) only (see below) from the Task Force on Safe and Compassionate Schools report be approved and that staff report to the Board in June on how these recommendations can be implemented;
- (c) That staff be requested to prepare an analysis and recommendations with regard to the report of the Task Force on Safe and Compassionate Schools.

The Work Group referred to in Item (a) (i) above was established in September 2004. It consists of trustees, staff and community members.

The Work Group provided an update to the June 2004 report in response to Item (a) (ii) above in October 2004. It outlined the progress of the various recommendations

The report referred to in Item (b) above was received by the Board on 11 June 2004 (Report 06-04-0565).

In December 2004, a Blue Information report on the recommendations not approved in May 2004 was provided to Trustees. A copy of a staff report (September 2004) to the Chair

of the Work Group was also included in the December Information Update. This report was subsequently received by the Board on 25 May 2005.

Attached is an updated report of progress to date (May 2005) on the approved recommendations (Appendix 3), a further update to the "non-approved" recommendations (Appendix 5), as well as a summary of the activities of the Work Group (Appendix 4).

ISSUE:

In response to the recommendations of the Safe and Compassionate Schools Task Force the Work Group was established to:

- monitor policy implementation;
- hold regular reviews and make recommendations to the Program and School Services Committee;
- monitor implementation of recommendations accepted by the Board;
- ensure annual reviews of the Safe Schools Policy;
- oversee collection of statistical information and dissemination of such information;
- effective use of preventative measures;
- continue consultation including exploring linkages between schools and other societal institutions; and
- liaise with school based Safe Schools Committees.

The Work Group held six half day meetings during the 2004-2005 school year. Initial discussions focussed on the work being done in response to the approved recommendations of the Task Force and gathering up to date data on the many other activities and initiatives underway within the Board that support the approved recommendations and advance student success and safe and caring school environments.

The attached Safe and Compassionate Schools Work Group Summary Notes (Appendix 4) provides more information about the activities of the Work Group to date. In addition staff are responding to themes that have emerged from the discussions. These include the need for additional prevention and intervention programs, staff support, research, staff development and effective communication. The Work Group will also be bringing forward a series of recommendations for consideration in the Fall 2005.

Co-ordination and leadership for Alternative Programs and Schools has become increasingly apparent in order to develop and initiate a system-wide plan.

The need for additional programs and staff support was identified by staff for consideration as part of the budget process to focus on: working with principals on school based prevention and intervention measures, providing staff development for principals, providing intensive support and transitional assistance to students, assisting in the coordination of local/school based alternative to suspension options and developing the School Court Liaison Program.

It is recognized that many of the recommendations being considered by the Work Group can only be implemented if legislative changes are enacted by the Provincial Government. The Provincial Safe Schools Action Team was announced during the school year to examine six areas (detailed in Appendix 4) and report to the Minister of Education. Members of the Work Group have already consulted with the Action Team. Over the next few months the Work Group will focus some of its resources in order to put forward specific recommendations to the Provincial Action Team and advocate for their inclusion in recommendations that will subsequently be put forward to the Minister of Education by the Provincial Action Team.

RECOMMENDATIONS: It is recommended that:

1. the report of the Safe and Compassionate Schools Work Group be received;
2. there be an increase in the number and availability of Alternative Programs and Schools;
3. an additional \$339,432 (\$169,716 per year including benefits) be considered to create Senior Staff, two-year term position to provide leadership and to develop and initiate a system wide plan for Alternative Programs and Schools. This would include an outline of effective models, suitable locations, and students to be served;
4. as part of the School Services Business Budget Plan the following be considered:
 - (a) an additional \$77,000 (includes benefits) be considered to develop and reinstitute the position of School Court Liaison Worker and the School Court Liaison program;

- (b) an additional \$200,000 be considered as part of the budget process to provide for as many alternative programs and short and longer term alternative to suspension options and additional programs to support elementary aged children especially those with challenging behaviour which presents a safety risk, be developed and implemented as soon as possible; and
 - (c) an additional \$114,500 (includes benefits) be considered for a Safe Schools Administrator or other staff position (to be determined) whose duties would include working with principals on school based prevention and intervention measures; providing staff development for principals, provide intensive support and transitional assistance to students, assisting in the coordination of local alternative to suspension options and supporting the development of the School Court Liaison Program; and
5. the TDSB Placement Centre be established as a permanent Centre and that there be special support and attention focussed on students who have been involved with the criminal justice system or who have been suspended or expelled and who require assistance and/or specialized placements.

**RATIONALE FOR
RECOMMENDATION:**

These recommendations are in response to the Safe and Compassionate Schools Task Force Report and the ongoing work of the Safe and Compassionate Schools Work Group. They support the work being done in the area of "at risk" students and various initiatives in response to the Learning to 18 initiative.

**COST AND FUNDING
SOURCE:**

\$339,432	Board Services - Senior Level Reorganization
\$200,000	School Services - Business Budget Plan
\$114,500	School Services - Business Budget Plan
\$77,000	School Services - Business Budget Plan

**HUMAN RESOURCE
IMPACTS:**

See above

**PERFORMANCE
MEASURES:**

Implementing the above recommendations will have specific outcomes related to student retention and success, the improvement of the professional skills and expertise of staff, more effective alternatives for students, and more meaningful options for student involved with the youth justice system. In addition it is anticipated that there will be:

- Fewer suspension and expulsions
- More programs available to students
- More effective collaboration with community agencies who support and assist young people and their families
- Increased community involvement and confidence

**IMPLEMENTATION
PLAN AND
TIMELINES:**

16 June 2005	Program and School Services Committee
22 June 2005	Board for approval
24 June 2005	Staff Positions Advertised
1 September 2005	Staff hired and programs begin

APPENDICES:

Appendix 1	Stakeholder Plan and Analysis
Appendix 2	Communication Plan
Appendix 3	Safe and Compassionate Schools Task Force – Progress to Date – Approved Recommendations
Appendix 4	Safe and Compassionate Schools Work Group – Summary Notes
Appendix 5	Safe and Compassionate Schools Task Force Recommendations (Non Approved) Updated May 2005
Appendix 6	Members of the Safe and Compassionate Schools Work Group

From:

For further information please contact Bruce Cameron, Central Co-ordinating Principal – School Services, Safe Schools and Alternative Programs at Phone No. 416-397-3205 or via e-mail at bruce.cameron@tdsb.on.ca

To:

Executive Council	7 June 2005
Program and School Services Committee	16 June 2005
Board	22 June 2005

G05(SafeandCommpassionateSchoolsWorkGroup)bc.1520
Last up date: 8 June 2005

STAKEHOLDER PLAN AND ANALYSIS

STAKEHOLDER CONSULTATION THAT HAS OCCURRED OR PLANNED		
STAKEHOLDER INTERNAL AND EXTERNAL	CONSULTATION PLANNED OR COMPLETED	DATES (Day, Month, Year)
Safe and Compassionate Schools Task Force	Planned:	
	Completed: April 2004 with recommendations to Board in May 2004	April 2004
Ministry of Education Safe Schools Action Team	Planned: Consultations are at the invitation of the Action Team. The first consultations took place in March/April 2004. The next round of consultations are expected in September 2005.	September 2005
	Completed: Consultations are expected to be completed by the spring of 2006.	March to May 2006
School based Safe Schools Committees	Planned: These consultations are part of the mandate of the Safe and Compassionate Schools Work Group.	September 2005 to February 2006
	Completed:	
	Planned:	
	Completed:	
General Comments The Safe and Compassionate Schools Work Group will make further decisions regarding Stakeholder consultations in the fall of 2005.		

STAKEHOLDER GROUP (STATE ISSUES FOR CONSIDERATION)	POSSIBLE IMPACT	EXPECTED REACTION
Students	Students will have access to additional and appropriate program support.	Support and participation.
Staff	Training and awareness - staff will have access to additional training and program support commitment to new programs.	Staff support and endorsement.
Schools	More flexibility and options to address students needs.	Endorsement and approval – Appreciation of additional support for students.
Parents	Anticipation of additional programs and access.	Support for students acknowledged.
Ratepayers		
System Overall		
Special Needs Consideration		
Other (Please state)		
NOT APPLICABLE		

COMMUNICATIONS PLAN	
COMMUNICATION OBJECTIVES Once the recommendations have been approved by board, those that are directly impacted will be informed – Central staff will communicate with school based staff who in turn will make the information known to those who could participate in the programs. A communication plan will be developed to inform the system of the programs and any organizational and leadership changes that will take place.	
KEY MESSAGES The locations of new programs will be announced. Procedures regarding admission, accessibility and about the Placement Centre operation will be outlined.	
INTERNAL TDSB PLAN AND TIMING Fall 2005 – Descriptions and sites for new programs will be provided via Directline and key information posted on the Principals web site. Additional information will be provided by staff as needed/required.	
EXTERNAL PLAN AND TIMING There will not be a separate and distinct communication. This will be included in other forms of external communication about programs and support for “at risk” students.	
Approvals:	
Signature of Department Representative	_____
Signature of Manager, Communications & Public Affairs	_____
Signature of Director, Policy (for consultation tracking)	_____

Safe and Compassionate Schools Task Force Progress to Date – Approved Recommendations

Recommendations	Action to Date May 2005
<p>Recommendation 7:1</p> <p>➤ (a) That the Safe School Procedures manual be reorganized to facilitate easy access by principals and vice-principals. This would include an executive summary in checklist fashion, of description of consequences, routines, and protocols which would be placed at the front of the manual.</p> <p>➤ That the documents that detail these procedures be referenced as appendices.</p>	<p>➤ Safe Schools Procedures Manual has been electronically rewritten and an electronic search and reference guide have been completed - this new guide will be posted on the Principals' web site in conjunction with other changes to the web site</p> <p>➤ Principal 911 – A quick reference guide has been developed and is currently being re-written based on A draft flow chart/check list has been developed and consequences currently exists feedback from Principals. A description/chart of consequences currently exists</p> <p>➤ Applicable sections of the Procedures Manual will be posted on the TDSB Web site (public) – this work is in progress – key sections will also be developed in pamphlet format over time available for downloading by Principals</p> <p>➤ The decision not to reprint the Procedures Manual at this time was made based on costs, anticipated legislative changes and comments of Principals/Vice Principals sought via TSAA</p> <p>➤ New Guidelines - <i>Meeting and Responding to the Safety/Behavioural Needs of Students with Special Needs</i> (developed in partnership with Special Education and first circulated in the 03-04 school year) have been completed. Principals/Vice Principals received draft copies and staff development in January 05. These procedures will be included as sections B.17 & B.18 of the Safe Schools Procedures Manual as soon as final versions are approved.</p> <p>➤ Further improvements/adjustments to the Safe Schools Procedures Manual and other related policies, procedures and programs will proceed based on:</p> <p>➤ Changes to legislation/regulations initiated by the Ministry of Education - The Ministry of Education announced in December 2004 the formation of the Safe Schools Action Team to review identified aspects of Safe Schools including a review of applicable legislation and policies and their implementation. TDSB staff are engaged in various aspects of the Action Team consultations.</p> <p>➤ Completion of the review underway of the Youth Criminal Justice Act as it relates to current and anticipated procedures</p> <p>➤ Completion of procedures outlining support for students as per Recommendation 11:6 (b)</p> <p>➤ Safe Schools Website – a new design and format have been developed to support and assist parents and staff with accurate and up to date information and resources</p>
<p>➤ (c) That the remainder of the manual focus equally on prevention and intervention techniques.....</p>	<p>➤ Members of the "Inclusive Community Schools Unit" (see below) have included this as part of their work in organizing and collating information about the range of programs for students "at risk". This system-wide reference is intended to provide information about each program and the staff/department responsible for supervision, admission or training (school based programs) as the case may be. This will be collected in a data base and is intended to interlink with school profiles and school improvement plans.</p>

Recommendations	Action to Date May 2005
<p>➤ and that a separate section of the binder relate to the creation of and tasks related to safe schools committees</p>	<p>➤ The Procedures Manual itself was never intended to be nor is there sufficient space to allow for inclusion of comprehensive program resources. Many resources, such as the TDSB's recently released "Let's Stop the Bullying" necessitate a separate binder.</p> <p>➤ A very important need is to identify best practices currently being used, and to assist Principals to develop and adopt such practices by way of interactive case studies and other staff development initiatives.</p> <p>➤ The "Inclusive Community Schools Unit" includes the Associate Director and staff responsible for Equity, Guidance/At Risk, Community Services, Safe Schools, Special Education, Support Services, Student Success and Special Projects.</p> <p>➤ Safe Schools Committees - Information about Safe Schools Committees and the responsibilities of Principals is already outlined in the TDSB Safe Schools Policy P.051. In August 2004 a communication was sent to S.O.E.'s re the Board policy and procedures to be followed by schools for their review with Principals</p>
<p>➤ (d) That linkages between the Safe School Policy and other Board policies such as Equity Foundation Policy and Procedures, Human Rights Policy and Procedures and Guidelines and Procedures for the Accommodation of Religious Requirements, Practices and Observances be more clearly defined and fully integrated.</p>	<p>➤ Policy P.051 "Safe Schools" Policy references and defines these linkages in the section Policy Components, #3., Co-ordination: "To ensure a co-ordinated system to address the issue of violence prevention, the development of the Safe Schools Policy and plans for implementation are linked to existing policies such as:</p> <ul style="list-style-type: none"> ➤ TDSB Policy P.037 - Equity Foundation Statement ➤ TDSB Policy P.045 - Dealing With Neglect and Abuse of Students ➤ TDSB Policy P.031 Human Rights ➤ Expectations as outlined in the new Ontario curriculum and in the Ontario Secondary School Policy ➤ Drug education policies ➤ Policies that have arisen from addressing the various discriminatory categories outlined in the Ontario Human Rights Code <p>➤ A further review by staff from Human Rights and Equity took place in October 04. Their submission "Establishing Criteria for Assessing the Safe Schools Policy from an Equity/Human Rights Perspective" was presented to the Safe and Compassionate Schools Work Group for further discussion.</p>
<p>➤ Recommendation 9:1</p> <p>➤ That the Board's research department report back to the working group with a project plan designed to compile research on an ongoing basis including but not limited to: an ongoing review of new research pertaining to safe schools policy implementation; a comprehensive listing of preventative and anti-bullying programs being offered within the Board and an evaluation of those programs including best practices; a comprehensive listing of preventative and anti-bullying programs being offered by community groups and agencies and an evaluation of those programs including best practices; a comprehensive listing of preventative and anti-bullying best practices in other jurisdictions including other</p>	<p>➤ Senior Manager, Organizational Development has assigned/contracted staff and a project plan has been developed and is underway.</p> <p>➤ Safe Schools Data Base phase 1 and 2 have been completed. This will soon be merged with the new Data Warehouse.</p> <p>➤ The research done as part of the Pathways to Success initiative is very relevant to Safe Schools and is being utilized in program planning.</p> <p>➤ An "At Risk" Research Framework has been developed and data will be collected and analyzed.</p> <p>➤ A comprehensive literature review examining effective safe schools programs has been</p>

Recommendations	Action to Date May 2005
<p>provinces and territories, the United States, Britain and Australia.</p>	<p>completed. An analysis of selected articles/reports has been undertaken.</p> <p>Staff are currently collating and organizing information regarding the range of programs of students "at risk" which will be compiled as a system-wide reference intended to provide information about each program and the staff/departments responsible for supervision, admission or training (school based programs) as the case may be. A report to PSSC is anticipated in June 2005.</p> <p>The Building Bridges pilot project includes a comprehensive research component – the first phase of data collection and reporting is taking place between April and June 2005.</p> <p>An incident tracking pilot project is commencing in May 2005 to assist with developing more effective safe schools plans and effective prevention program implementation.</p> <p>The Work Group is investigating information brought to them about related research being conducted in other countries such as South Africa, Barbados and New Zealand.</p> <p>We await the Ministry of Education results of their 3 year research on effective programs for expelled students.</p> <p>Staff have collaborated with the Ontario Public School Boards Association regarding research in this area.</p> <p>A related recommendation regarding the collection of race data was not one of the approved recommendations of the Safe & Compassionate Schools Task Force but is being dealt with via a separate committee and research initiative.</p>
<p>(b) That the Board work with other research institutes, like the Ontario Institute for Studies in Education and York University, to undertake research to study the impact of current safe school policies on people with disabilities and people from racial minorities</p>	<p>Research underway:</p> <p>OISE – "Safe and Inclusive Schools – A Comparative Analysis of Anti Violence Policies and Programs"</p> <p>Centre for Families and Children in the Justice System – "Developing and Piloting a Tool for Successfully Implementing a Violence Prevention Program and Creating a Safe Learning Environment" (3 year project involving four Boards of Education – 5 TDSB schools)</p> <p>Hospital for Sick Children – Community Health Systems Resource Group and the LaMars Centre for Research on Violence and Conflict Resolution – a 3 year study to "assess and evaluate the needs and impact of student led violence prevention/reduction programs" – in partnership with the RISE Program and East Metro Youth Services.</p> <p>The Centre for Addiction and Mental Health in partnership with the Toronto District School Board and Toronto Catholic District School Board is conducting a three (3) year research study of the Empowered Student Partnerships program.</p> <p>Challenging Homophobia and Heterosexism in Elementary and High Schools: A Research Report to the Toronto District School Board January 2005.</p>
<p>Recommendation 11.2</p> <p>(a) That the Safe Schools policy be reviewed to ensure that it is consistent with the Human Rights and Equity Foundation statements and policies of the Toronto District Schools Board and ensure that all disciplinary actions are consistent with these policies</p>	<p>See comments as per Rec. 7:1 (d)</p> <p>The Work Group has requested consultation with the Provincial Action Team on this and related matters</p> <p>Consultation among staff in these areas will continue to ensure consistency. Effective and ongoing staff development is a necessary component for all staff in all of the referenced</p>

Recommendations	Action to Date May 2005
	<p>departments.</p> <p>Safe Schools staff recently completed additional training provided by the Equity and Human Rights departments</p>
<p>Recommendation 11:3</p> <p>➤ (f) it be made mandatory that each school implement an 'anti-bullying' program as part of the School Improvement Plan.</p>	<p>➤ In September 2004 Superintendents of Education were requested to address this recommendation with each of their schools for inclusion in the school planning process</p> <p>➤ Research is very clear about the conditions and factors necessary for effective implementation and that simply providing a "mandatory" program within a school will not and of itself have any significant impact</p> <p>➤ Staff have initiated changes to the process for gathering of information and identifying special school-based programs in identical ways for all schools. This will become part of the SIP data gathering process. It will also involve the Inclusive Community Schools unit and become part of the data base referenced in Recommendation 7:1 (c)</p> <p>➤ There is a research design and plan to analyze and evaluate programs under development</p> <p>➤ An analysis and evaluation of these identified programs will be integrated as part of Recommendation 9:1</p> <p>➤ Guidance Resource Teachers continue to support schools with anti bullying initiatives as well as support schools in the effective use of the TDSB Resource "Let's Stop the Bullying" and other related resources.</p> <p>➤ Trustees, Principals and staff from Guidance, Social Work, Safe Schools met with Bill Bell creator of www.Bullying.org in January '05 to collaborate re strategies in support of efforts to combat bullying.</p> <p>➤ Staff from Safe Schools, Guidance and Support Services have collaborated and developed support and resources for secondary schools to establish school wide anti bullying program</p> <p>➤ Planned full day symposia have been rescheduled to the fall due to work to rule.</p> <p>➤ Each school as directed by the TDSB Safe Schools Policy P.051 is required to establish a Safe Schools Committee and develop a safe schools plan. The Safe Schools Audit (available for downloading from the web site) is the responsibility of each school's Safe Schools Committee and it is recommended that the audit be conducted annually (Safe Schools Procedures Manual section A.3).</p> <p>➤ In August 2004 Superintendents were requested to review this policy requirement with the school Principals to ensure appropriate action and that all schools follow the necessary procedures</p>
<p>Recommendation 11:5</p> <p>➤ That appropriate mandatory programs be created with sufficient capacity to service both suspended and expelled students</p>	<p>➤ The Work Group notes that as written, this recommendation is not sufficiently clear and not practical or doable – it is currently under further investigation and discussion which will result in new recommendations</p> <p>➤ Additional program for suspended students, students with a limited expulsion and new programs for elementary students (primary/junior, intermediate) with special behavioural needs have been opened.</p> <p>➤ Two new prevention/assessment programs for young children with special behavioural needs are planned for September 2005.</p>

Recommendations		Action to Date May 2005
		<ul style="list-style-type: none"> ➤ The Work Group is commencing an investigation of best practices in school based/alternative to suspension programs for elementary schools. ➤ Examples of new programs and initiatives in schools during the current school year are listed in a separate appendix
Recommendation 11:6 ➤ (b) That a protocol be established and advertised that delineates the support for students which must have been enlisted prior to suspension being applied. In extreme circumstances the protocol may be waived but is subject to mandatory review by the Board of Trustees.		<ul style="list-style-type: none"> ➤ This recommendation is contrary to The Education Act and related Regulations as it relates to the duties and responsibilities of Principals ➤ A "progressive discipline" approach that would provide an operational framework to assist parents, students, teachers and administrators with a structure to deal positively and constructively with student behaviour has been developed in draft form in response to this recommendation and will be brought forward for further discussion. ➤ Safe Schools staff have provided staff development workshops for Principals and Vice Principals in the area of "progressive discipline" and other related topics. This topic was included at the 2005 TSAA Conference. ➤ Implementation of any new/related recommendations are dependent on the skills and professional expertise of Principals and as such must be accompanied by the necessary and ongoing support to ensure the continued development and enhancement of these professional skills
Recommendation 11:8 ➤ (a) That a Rights and Responsibilities document for staff, families, communities and students that is consistent with human rights policy and equity foundation statements be made available by Board administration;		<ul style="list-style-type: none"> ➤ A draft has been developed in collaboration with Legal Services. The document will comply with the Ontario Code of Conduct, the TDSB Code of Conduct and be consistent with the Human Rights Policy and Equity Foundation statement. Staff recommend that this document (or appropriate parts) when completed be included in <i>School Matters</i> and as an addition to Code of Behaviour/Conduct currently included in the Student Planners and Agenda Books ➤ Documents/pamphlets produced by other TDSB departments such as Human Rights, Equity Legal Services etc. should also make reference to the Board's Safe Schools Policy and Code of Conduct and the roles and responsibilities of all members of the school community as outlined in these policies. ➤ Staff continue annually to distribute/make available to schools the various booklets, publications and web sites produced by organizations such as Community Legal Education Ontario (CLEO), Justice for Children and Youth and Pro Bono Law which focus on student rights and responsibilities.
➤ (b) That all documents referencing Safe Schools policy be written in plain language and be translated into the appropriate languages;		<ul style="list-style-type: none"> ➤ The Work Group is currently reviewing this recommendation and other documents and in accordance with Board policy and procedures will recommend both those to be considered translation and those where it would be necessary to develop a summary document which could then be considered for translation. Cost is a significant consideration that must be evaluated. ➤ See comment for Recommendation 11:8 (b)

Recommendations	Action to Date May 2005
<p>➤ (c) That a pamphlet be written, translated and distributed to schools and all families and students which addresses the rights and responsibilities of students and their families in regard to suspensions and expulsions and other legal disciplinary actions within the Board;</p>	<p>➤ A draft has been developed in consultation with Legal Services – see also Recommendation 11:8 a)</p> <p>➤ The brochure “A Safe Learning Environment” is posted on the TDSB website and is available in 12 languages. It was also referenced in the ‘School Matters’ (October 2004).</p> <p>➤ Excerpts from the “brochure” and other policies, specifically the Code of Conduct have been approved by the Board for inclusion in all agenda books and student planners provided by schools to students.</p> <p>➤ As per Board policy schools will continue to use and distribute this brochure at their annual/bi-annual student assemblies and information days to ensure effective communication and understanding of the TDSB Code of Conduct. A memo was sent to Superintendents of Education in August 2004 requesting they review this policy requirement with school principals.</p> <p>➤ Further discussion within the Safe and Compassionate Schools Work Group continues to ensure clarity regarding review/revision to the existing brochure and creation of new brochures.</p> <p>➤ A new resource (video and print) about Safe and Caring Schools and Safe Schools matters focussed on those new to Canada has been developed and will be released in May/June 2005</p>
<p>➤ (d) That the process for the removal of such disciplinary actions as letters of trespass, cease and desist, and other correspondence be part of the original letter and conditions;</p>	<p>➤ This recommendation is under review by Legal Services</p>
<p>➤ (e) That schools be directed to hold community information sessions to encourage every member of the community to be informed about the Safe School Policy and Procedures;</p> <p>➤ (h) That the Safe Schools department translates all relevant documents in – list languages – and distributes those to schools before Sept. 2004.</p>	<p>➤ The Safe Schools Policy C.06 and the TDSB Code of Conduct C.010 address this recommendation.</p> <p>➤ A communication to Superintendents of Education was sent in August 2004 requesting the review the Board Policy (Safe Schools & Code of Conduct) and Procedures to be followed by all schools - (reference also recommendation 11:8 e)</p> <p>➤ There are very significant cost implications to this recommendation which could not be met within the timeframe and the existing approved departmental budget</p> <p>➤ Given the volume and detail of various documents and the cost of translation, discussion within the Work Group has focused discussion on the development of language specific summaries which include information as to how to access and receive further language specific details and assistance as the case may be.</p> <p>➤ See also comments regarding Recommendation 11:8 (b) and (c)</p>

1 June 2005

Safe and Compassionate Schools Work Group**Summary Notes**

Caring is the cornerstone of a school community environment that is free of harassment and intimidation. Research has shown that a sense of belonging and connectedness – not just for students but for everyone in the school community – is a necessary element in the creation and maintenance of a safe learning environment. (Neufeld, 1999). Moreover, students in schools that promote a positive school climate tend to do better academically. (Schonert-Reichl, 1999).

The Safe and Compassionate Schools Work Group held its first meeting on 13 October 2004 following preliminary organizational meetings in late August and September 2004. Since the October meeting, the Work Group has met 6 times – 9 November and 8 December 2004, and 18 January, 8 March, 21 April, and 30 May 2005.

The discussion within the Work Group meetings covered a wide range of topics and issues related to safe, caring and compassionate schools and the recommendations of the Task Force including a review of the various legislation introduced as the “Safe Schools Act 2001”. Also, in addition to responding to the approved recommendations, the Work Group reviewed the non-approved recommendations with a view to making new recommendations or proposing other possible actions which could be undertaken.

It became immediately apparent however that the needs of students, especially those “at risk” and the lack of a strong sense of belonging, connectedness and inclusion within schools and communities was a primary issue and most often at the root of many of the concerns and issues that had been expressed regarding safe schools.

Initially much time was spent discussing and exploring these various issues especially those regarding students “at risk” and determining a consistent definition of the term itself. It became apparent that as there was significant work on many fronts now underway within the Toronto District School Board (TDSB) to address these needs, that part of the Group’s work would be to become conversant with and support the scope of this work while at the same time identifying and initiating efforts which promote a positive school climate that supports students both academically and emotionally. The goal is full engagement and ensuring ways for students who have left school to re-enter successfully.

Research (including some reviewed by the Work Group) has shown that comprehensive whole school programs that focus on creating a positive school climate and identifying specific elements in the school culture that detract from it can make a significant difference and reduce negative behaviours and isolated disciplinary responses that often accompany it. School leadership was identified as a crucial element in this process along with adequate numbers of well trained staff who possess the skills to deal with complex and challenging issues in constructive and creative ways. It was also noted that the financial and staff reductions implemented by the

previous government and the conditions under which TDSB schools have been operating for some time have made this much more difficult to achieve.

The results of discussions and deliberations within the Work Group clearly indicated the need for more support for Principals to enable them to create comprehensive school programs and respond positively, proactively and creatively to the many complex challenges presented to them by student conduct and behaviour and parent conduct in some cases as well. Principals articulated their strong view and desire to always ensure they work from a student centred/child development frame work despite the criticisms and concerns expressed by some about a prescriptive and punitive approach towards student behaviour and discipline. The Work Group heard directly from Principals of the increasing complexity and seriousness of many behaviours exhibited by students and of their ongoing efforts in the face of scarce resources to support students and mitigate matters long before suspension or expulsion occur. It was noted that while rightfully there is a lot of attention paid to the issue of suspensions, most suspensions occur only once (83%), most (93%) are for five days or less and Principals mitigate matters and seek other options far more than is recognized. There was also a clear sense of the many other demands and work load issues that complicate the daily activities and efforts of principals on behalf of students and their school community.

Systematic and ongoing staff development on current topics and issues such as bullying (which is in the forefront of most discussions about student behaviour, and yet only one of many concerns and issues) is very much needed, but something for which central staff generally do not have time to adequately respond. Collaborative efforts of Safe Schools, Guidance and Social Work staff have been very helpful but are not adequate.

The Work Group reviewed issues of accountability, due process and procedural fairness and the challenges associated with attempting to apply policy more consistently while exercising discretion and ensuring fairness. Issues of human rights and the "safe schools" legislation, policies and procedures were apparent. Significant improvements in terms of new procedures as it relates to student with special needs were reviewed as well as work done by staff in developing guidelines/procedures in the area of a progressive discipline approach.

While TDSB data indicates that the number of students with special education needs who have received a suspension has been consistently declining and new procedures to respond to the special behavioural needs of students with special needs have been introduced, there continue to be challenges. It was noted as well that the number of children and adolescents with mental health needs is quite significant. Information from the Children and Youth Mental Health Toronto Region Fund Planning Group indicates that over fifty percent of students involved with the criminal justice system have mental health needs. Data available shows that in Toronto, there is only the capacity to provide services to 24% of those children and young people. Principals continually report excessively long waiting times for assessments and assistance from community based mental health agencies to the point that some felt it is almost pointless to inquire.

The above combined with a review of achievement data particularly credit accumulation results suggest that more alternatives to support students in various and complex circumstances are needed. Research clearly shows that prevention strategies and prevention programs are the most effective way to reduce unsafe behaviour in young people and reduce violence and aggression. It is of note, however that members of the Work Group and others indicated that a number of research studies show that very few prevention programs have been systematically evaluated. Thus there is a need to develop a solid core of knowledge about what programs actually are successful and under what circumstances. In the midst of this there is, however, irrefutable evidence that students themselves must be engaged in prevention and violence reduction programs because when they are the effect is very positive.

Matters of equity and human rights were part of many of these ongoing discussions, particularly as it relates to the "safe schools" legislation and policies and procedures that are perceived to unfairly impact on students who are of a minority group or disadvantaged in some way. It is recognized that anecdotal reports from parents and others such as from the Ontario Human Rights Commission have raised this issue at different times. The Board is in somewhat of a Catch 22 position as it does not collect statistics based on race/disability etc. and so cannot specifically respond to these reports. Although the collection of such information was not one of the approved recommendations of the Safe and Compassionate Schools Task Force, the matter is currently being dealt with through another Board committee – the Advisory Committee on Student Achievement and Equity. Thus this matter was not pursued by the Work Group.

The need for more clarity and sensitivity with respect to communicating and explaining safe schools procedures with students, parents and community members and the development of pamphlets and other effective means of communication and dialogue was reviewed and is being responded to.

Even though there are significant challenges with the implementation of the Youth Criminal Justice Act (YCJA) at this time especially in Toronto, they are complicated by the incongruence between the YCJA and the sections of the Education Act commonly referred to as the "Safe Schools Act". The Work Group understands this is an item that will be considered in the upcoming review of the "Safe Schools Act" by the Provincial Safe Schools Action Team (see below) and so has not pursued this further at this time. Board staff continue to collaborate with Youth Court Crown Attorneys on these matters.

With reference to the Provincially mandated Police/School Board Protocol, ongoing discussions and meetings with the Toronto Catholic District School Board, the Toronto District School Board and the Toronto Police Service about developing collaborative approaches and programs and resolving issues have been productive. Regular meetings of senior level staff of all three organizations as well as local divisional and school based staff development sessions have resulted in much progress.

In December of 2004, the Provincial Government announced the establishment of the Safe Schools Action Team to examine six issues:

1. Province wide school safety audits;
2. Security access devices;
3. Anti bullying hotline;
4. Province wide anti bullying programs;
5. Recommendations of the Robins' Report on the prevention of sexual misconduct in Ontario schools; and
6. Review of the "Safe Schools Act 2000".

The first part of the review undertaken by the Provincial Action Team was focussed on the area of Bullying and Bullying Prevention Programs. These consultations began in late March 2005 and concluded by the end of April. It is understood that recommendations have been forwarded to the Government Ministries for their review and response. Concurrently the Ministry of Education introduced a process to enable school boards to request Security Access Devices for schools, subsequently withdrew the program and recently re-introduced it. School boards were also requested to complete a School Safety Audit template in May 2005. The TDSB requested permission to defer this process to a later time due to the Work to Rule situation. Nevertheless this work is important and parallels the Work Group's discussions about the many challenges schools face regarding safety and security issues external to the school.

The next phase of the Provincial Action Team's work will focus on the parts of the Education Act and related Regulations that have commonly been referred to as the "Safe Schools" legislation. Preparatory work is commencing prior to the summer and consultations will continue into the fall.

The Work Group determined that it was very important to participate in the consultation process of the Provincial Action Team especially in matters involving policy or legislation where there would be opportunities to put forward recommendations from the Task Force and influence decision making particularly in areas where we (School Boards) do not have jurisdiction. The Chair of the Work Group wrote to the Chair of the Provincial Action Team requesting consultation and input. Staff and others from TDSB have subsequently been invited to participate in these consultations and present the concerns and points of view of the Work Group.

TDSB staff were also recently involved in the Toronto area consultation and the reference group meetings on Bullying and Bullying Prevention Programs.

No details are available at this time as to the consultation process on the review of the Robbins Report.

As a result of the deliberations and discussions of the Work Group, five themes emerged as follows:

Themes Identified By the Work Group

1. Programs for students
 - ◇ alternatives and prevention programs for younger students,
 - ◇ adequate funding and comprehensive strategy
2. Effective Communication – consistency and transparency
3. Issues of Policy/Procedures
 - ◇ including those of equity, fairness and due process
 - ◇ work with other levels of government to advocate for change
4. Research
5. Staff Development

In conclusion:

Initial recommendations of the Work Group are planned for June 2005. Additional recommendations proposed will be brought forward in August/September 2005.

SAFE AND COMPASSIONATE SCHOOLS TASK FORCE RECOMMENDATIONS (Non-Approved)

Updated: May 2005

Recommendations	Staff Response	Notes/Updates – May 2005
Recommendation 5:2 ➤ That the task force recommends the Board appeal to the provincial government to repeal the <i>Safe Schools Act</i> .	<ul style="list-style-type: none"> Staff report that various individuals and groups have contacted the Ministry of Education re changes to existing legislation. Staff have provided a synopsis of these suggested changes to the Safe Schools Advisory Work Group. Staff recommend the Advisory Work Group take this forward to the PSSC for possible further action and submission to the Ministry of Education. 	<ul style="list-style-type: none"> TDSB staff have been and will continue to be involved in the Ministry of Education's Provincial Safe Schools Action Team's consultation process.
Recommendation 6:1 ➤ That all reference to zero tolerance be removed from all current and future Toronto District School Board (TDSB) internal and external documents.	<ul style="list-style-type: none"> Staff recommend the Advisory Work Group take this to PSSC as a recommendation for action. Staff support this recommendation and have indicated such to the Safe Schools Advisory Work Group. 	
Recommendation 8:1 a) That TDSB administration be directed to collect and analyze data on expulsions and suspensions under the <i>Safe Schools Act</i> in order to monitor, prevent, and combat any discriminatory effect including students from racialized communities and students with disabilities. Consult with affected communities and the Ontario Human Rights Commission to establish appropriate guidelines on the collection and use of data.	<ul style="list-style-type: none"> Staff recommend this be included as part of the research proposals to be presented to Board in March 2005 regarding the collection of data – re race, gender, ethnicity, income, place of residence, etc. 	➤ A Board Committee – Advisory Committee on Student Achievement and Equity is following up on this recommendation.
b) That a researcher/statistician be designated to design an appropriate collection vehicle and database to	<ul style="list-style-type: none"> Action on this recommendation is related to 8:1 a) above. 	

facilitate the collection and analysis of these statistics.		
c) That the results become part of the school improvement process at both the Board and school levels.	<ul style="list-style-type: none"> • Staff support any such data being used as part of the School Improvement Process. 	
d) That a database capturing all information relevant to trespass letters, warnings, and other exclusionary documents and processes be created and maintained.	<ul style="list-style-type: none"> • Staff recommend this matter be discussed by the Safe Schools Advisory Work Group and that consultation re specific actions take place with Legal Services. • Previously approved recommendation 11:6 d) is related to this recommendation. 	<p>➤ This is currently under discussion by the Safe Schools Work Group and Legal Services.</p>
e) That the data collected on expulsions, suspensions, trespass letters, warnings, and other exclusionary documents and processes be reported monthly to the Board of Trustees.	<ul style="list-style-type: none"> • Monthly reports on expulsions have been provided to Board as per the Board motion in May 2004. • Other reports (e.g., trespass) would be dependent on an approved policy for the collection and distribution of this information. See notes on previous recommendation 8:1, d). The development of a policy would be the responsibility of the Executive Superintendent – Information Services. 	
f) That the Board of Trustees take action to ensure that the database connected to Safe Schools be upgraded as soon as possible to allow for accessible, accurate, and timely statistical data.	<ul style="list-style-type: none"> • The first phase of changes was implemented in November 2004. • Additional changes are planned for development and implementation over the next year and are part of a plan developed by Organizational Development in consultation with Safe Schools. 	<p>➤ Additional changes have been completed. It is anticipated that the integration with the new Data Warehouse will take place in September 2005.</p>
<p>Recommendation 11.1</p> <p>➤ That the Board of Trustees redirect funds toward direct services to the schools and toward the creation of a new model that would include educators employed as safe school advisors, youth support workers, attendance counsellors, and other youth support positions to work collaboratively with the Equity, Human Rights, and Community Services Departments. The departments should be supervised by the superintendent of</p>	<ul style="list-style-type: none"> • Staff report: <ul style="list-style-type: none"> - There are currently 8 Safe Schools Advisors. - Attendance counsellors were reduced during Supervision. - The Building Bridges pilot project has added 12 Child and Youth Workers and 8 Community Support Workers to identified communities and schools. - The Inclusive Community Schools unit includes staff from Equity, Community Services, Safe Schools, Guidance, Human Rights. • Staff recommend further discussion by the Advisory 	<p>➤ The Safe Schools Work Group anticipate bringing recommendations forward in response to this.</p>

equity and inner-city schools in an enlarged portfolio.	Work Group to determine specific recommendations it may wish to bring forward to PSSC to be included in the 2005-2006 budget process.
<u>Recommendation 11.2</u> b) That all staff involved in disciplinary actions within the <i>Safe Schools Policy</i> of the TDSB be trained in Equity and Human Rights policy implications for <i>Safe School Policy</i> implementation c) That training in cultural awareness, equity, and anti-racism for principals, vice-principals, teachers, and staff be scheduled as part of professional development.	<ul style="list-style-type: none"> Completed and ongoing - central support staff (Safe Schools) received training in the Equity and Human Rights policy in the Spring 2004. For some, this was additional to training received previously. This is ongoing and already part of TDSB procedures.
d) That there be careful selection of principals and staff by having principals and teachers apply and be interviewed as to suitability for specific schools.	<ul style="list-style-type: none"> Staff recommend that the Advisory Work Group refer recommendations d), e) & f) to the Executive Superintendent, Employee Relations for review and reporting back.
e) That the selection of principals relative to schools be done with the involvement of trustees.	
f) That every principal must have one year of special education training/experience.	
g) That the staff and teacher performance review process be expanded to include Safe Schools.	<ul style="list-style-type: none"> The Teacher Performance Appraisal (TPA) process is not applicable to staff who are not teachers. Staff performance review procedures currently exist for staff in School Services.

<p>Recommendation 11.3</p> <p>a) That there be an immediate restoration of appropriate numbers of lunch room supervisors, child care workers, youth support workers, attendance counsellors, hall monitors, caretakers, community liaison workers, and educational assistants.</p>	<ul style="list-style-type: none"> • Staff recommend further discussion by the Advisory Work Group to determine specific recommendations it may wish to bring forward to PSSC to be included in the 2005-2006 budget process. 	
<p>b) That three professional development days be devoted to upgrading staff skills in classroom management and safe school policy implementation including best practices.</p>	<ul style="list-style-type: none"> • Professional development days are governed by legislation and negotiated contracts. • This has been referred to staff from Legal Services for discussion with union representatives. 	
<p>c) That each of the 500+ anti-bullying and preventative programs, apparently available to schools, be evaluated. That a menu of a much smaller number of programs be provided to all schools.</p>	<ul style="list-style-type: none"> • Work is currently underway in conjunction with staff from Research (Organizational Development), Guidance, and Safe Schools to identify and categorize the many programs and to begin to research their effectiveness. • An organizational and conceptual framework and program effectiveness report will be available in August 2005. 	<p>➤ Much of this work has been completed. A research framework has also been developed.</p>
<p>d) That an evaluation of anti-bullying and preventative programs offered by community agencies be undertaken. That barriers to school/community agency linkages be identified and solutions developed to overcome these barriers.</p>	<ul style="list-style-type: none"> • This recommendation could be presented to the various agencies for their review and comment. • Any action would require the development of a project plan and the hiring of staff. 	
<p>e) That students who are trained in anti-bullying and other preventative programs be used as resources.</p>	<ul style="list-style-type: none"> • There are examples where this approach is used at the school level. • Currently TDSB is partnering in a pilot project with a community-based organization that employs a student leadership and train-the-trainer approach. • A second pilot project in partnership with a community agency in Scarborough is focussed specifically on training students in anti bullying and violence prevention. 	<p>➤ A successful pilot project involving 175 students in 6 schools will be expanded for the 2005 – 2006 school year.</p> <p>➤ The second pilot project is a 3 year project in partnership with East Metro Youth Services.</p>

g) That staff and families be trained in anti-bullying programs.	<ul style="list-style-type: none"> • Staff recommend this be considered by principals to share with School Councils as a possible local initiative as appropriate. 	
<u>Recommendation 11:4</u> That the TDSB appeal to the Ministry of Children and Youth Services to coordinate all school board/local organization partnerships with an emphasis on programs that focus on students returning to the school system.	<ul style="list-style-type: none"> • Staff recommend that a letter be sent to the Ministers of Children and Youth Services and Education by the Chair of the Board. 	
<u>Recommendation 11:5</u> b) That the Board of Trustees immediately arrange to negotiate the funding of these programs by the Government of Ontario.	<ul style="list-style-type: none"> • Staff recommend that a letter be sent to the Ministers of Children and Youth Services and Education by the Chair of the Board. 	
<u>Recommendation 11:6</u> a) That there be a thorough review of the expulsion procedures including the appeal process to make sure that everyone has a voice.	<ul style="list-style-type: none"> • The hearing is a process that is required by law and must meet certain requirements. • Expulsion procedures are governed by the Statutory Powers and Procedures Act. Staff will refer this recommendation to Legal Services for their review and comment. 	<ul style="list-style-type: none"> ➤ Staff will be raising Recommendation 11:6 a), c), d), f) with the Provincial Safe Schools Action Team as part of the consultation process.
c) That TDSB policies be changed to require a review of mitigating factors when considering discretionary suspension/expulsion.	<ul style="list-style-type: none"> • This is part of existing policy. • Current legislation requires all principals to consider mitigating factors when considering suspension / expulsion whether discretionary or mandatory. 	
d) That appeals on suspensions must be heard within 48 hours.	<ul style="list-style-type: none"> • This is not possible under present legislation. Legislation currently permits an appeal only after a full review has taken place. 	
e) That there be reinstatement of special education classes in some locations.	<ul style="list-style-type: none"> • More information and consultation with staff, particularly in Special Education, is required. This will be referred to the Executive Superintendent, Special Education for follow up. 	
f) That there be no expulsions from kindergarten to grade three.	<ul style="list-style-type: none"> • This would require a change to existing legislation. Staff report that there have been no expulsions given to students under the age of 11. As per 11:6 a), this will be 	

	forwarded to Legal Services for review.	
g) That no "informal" suspensions or expulsions without the appropriate paperwork be issued.	<ul style="list-style-type: none"> Staff currently do not support the concept of "informal suspensions". Principals who do such are legally liable for such action. Issuing "appropriate paperwork" would in fact be that required when issuing a formal suspension. Staff will prepare a memo to Superintendents of Education who will share and discuss with their Principals. 	
h) That the template used for suspensions or expulsions list the mitigating factors that administrators review when considering a suspension or expulsion.	<ul style="list-style-type: none"> The template "Consequences of Inappropriate Student Behaviour" does list the mitigating factors. The TDSB brochure "A Safe Learning Environment" also lists the mitigating factors as part of the chart. 	
j) That the student to be subjected to discipline be a party to his/her own hearing including his/her own representative.	<ul style="list-style-type: none"> Current procedures and policy require due process that directly addresses this issue. 	
k) That TDSB establishes a standing committee with permanent members for Expulsion Hearings and that the Toronto District Schools petition the provincial government to make these committee positions paid per diem.	<ul style="list-style-type: none"> Expulsion hearing procedures follow the Statutory Powers and Procedures Act. Trustees may wish to designate permanent members to the tribunal as governed by this Act. The issue of pay is one that the Board would have to address with the Ministry of Education. As per recommendations 11:6 a) and f), this will be referred to Legal Services for review. 	<ul style="list-style-type: none"> The Safe Schools Work Group have discussed this matter on several occasions and anticipate bringing recommendations forward.
<p><u>Recommendation 11:7</u></p> <p>That the Toronto District Schools establish a separate office for concerns and issues about Safe Schools (and other areas of community interaction) in the form of an ombudsperson office with staff who are funded by the TDSB, but report directly to the Chair's Committee of the Board of Trustees.</p>	<ul style="list-style-type: none"> Staff recommend that this be discussed and reviewed by Trustees as part of other similar discussions about a TDSB system-wide ombudsperson position. Additional staff allocations would be required to be included as part of the 2005-2006 budget process. 	

<p>Recommendation 11.8</p> <p>f) That the Safe and Compassionate Schools Working Group design a protocol on how the <i>Safe Schools Policy</i> is applied to special needs children.</p>	<ul style="list-style-type: none"> • A draft protocol has been under development during the past year and has been discussed / reviewed with Ministry of Education and Ministry of Labour staff. Once approved and presented to Executive Council, it will be implemented according to the staff development plan that accompanies the protocol – expected Spring 2005. 	<ul style="list-style-type: none"> ➤ New Procedures – Meeting and Responding to the Safety/Behavioural Needs of Students With Special Needs have been completed and are now in use. ➤ Staff development completed for Principals has taken place and will continue for new Administrators.
<p>g) That the Board of Trustees pressure the provincial government to modify the grants system for special needs students and students at risk.</p>	<ul style="list-style-type: none"> • Staff support a Trustee / Board initiative in this area. 	
<p>i) That the Safe Schools Department ensures that school administrators access translation services available to parents and students.</p>	<ul style="list-style-type: none"> ➤ Individual school principals are responsible for accessing translation services according to TDSB policy and procedures. Safe Schools staff will consult with and support Principal on this matter. 	
<p>j) That the Safe Schools Department and the Equity Department immediately create a communications strategy to outreach effectively to communities that feel most disenfranchised by the <i>Safe Schools Policy</i>.</p>	<ul style="list-style-type: none"> • This recommendation can be considered as part of the action underway regarding already approved recommendations 7:1 d), 11:2, 11:6 h), 11:8 b). 	
<p>k) That the TDSB ensure that all Grade 7-12 students have drug abuse courses and opportunities for counselling as part of the curriculum.</p>	<ul style="list-style-type: none"> • Drug Awareness and substance use issues are presently part of the Health & Physical Education curriculum up to grade 10. • Staff recommend further consultation between the Safe Schools Advisory Work Group and staff from Health & Physical Education. 	
<p>Recommendation 11.9</p> <p>That the Safe and Compassionate Schools Working Group collaborate with appropriate Board committees to identify ways study support can be given to students after school hours.</p>	<ul style="list-style-type: none"> • Staff recommend that support and assistance be provided to already existing initiatives in this area. • Staff are currently working to increase funding and support in this area. 	

Members of the Safe and Compassionate Schools Work Group

Mari Rutka	Trustee, Safe Schools Work Group Chair
Patsy Agard	Oakwood CI, SW
Gary Anandasangaree	CTE
Tony Brown	Legal Services
Bill Byrd	Safe Schools, SW
Bruce Cameron	School Services, Central
Floydeen Charles-Fridal	Parent Community Network
Gerry Connelly	Associate Director, TDSB
Karen Forbes	Special Education
Norm Forman	Safe Schools Task Force
Howard Goodman	Trustee
Jeff Kendall	Executive Assistant, Office of the Chair
Susan Manning	Senior Manager, Organizational Development
Bill McLeod	Safe Schools, SE
Dedric Nelson	YMCA
Dudley Paul	Essex Public School Jr. and Sr. and Hawthorne II Bilingual Alternative, SW
André Patterson	Downsview P.S., NW
Dave Rowan	Special Education; Support Services, Central
Patrick Rutledge	Trustee
Lesa Semcesen	North Kipling, NW
David Shory	Trustee
Mario Sirois	Bowmore Public School Jr. & Sr., SE
Donna-Dale Smith	L'Amoreaux Collegiate Institute, NE
Jim Spyropoulos	Newtonbrook, NE
Nancy White	Westview Centennial Secondary School, NW

Toronto District School Board

Resolution of the Toronto District School Board

August 31, 2005

Safe and Compassionate Schools Workgroup (06-05-0772)

The Board decided:

- (a) That the report of the Safe and Compassionate Schools Workgroup be received;
- (b) That there be an increase in the number and availability of alternative programs;
- (c) That an additional \$339,432 (\$169,716 per year including benefits) be considered to create a senior staff, two-year term position to provide leadership and to develop and initiate a system wide plan for alternative programs that would include an outline of effective models, suitable locations, and students to be served;
- (d) That as part of the School Services Business Budget Plan the following be considered:
 - (i) an additional \$77,000 (includes benefits) be considered as part of the budget process to develop and reinstitute the position of School Court Liaison Worker and the School Court Liaison program;
 - (ii) an additional \$200,000 be considered as part of the budget process to provide for as many alternative programs and short- and longer-term alternative to suspension options and additional programs to support elementary-aged children especially those with challenging behaviour which presents a safety risk, be developed and implemented as soon as possible;
 - (iii) an additional \$114,500 (including benefits) be considered as part of the budget process for a Safe Schools administrator or other staff position (to be determined) whose duties would include working with principals on school based prevention and intervention measures; providing staff development for principals, provide intensive support and transitional assistance to students, assisting in the coordination of local alternative to suspension options and supporting the development of the School Court Liaison Program;
- (e) That the TDSB Placement Centre be established as a permanent centre and that there be special support and attention focused on students who have been involved with the criminal justice system or who have been suspended or expelled and who require assistance and/or specialized placements
- (f) That all references to "zero tolerance" in the Board's Safe Schools documents be deleted;
- (g) That the following be referred for consideration in the 2005-06 budget process:

Toronto District School Board

Resolution of the Toronto District School Board

- (iv) That \$600,000 be added to the budget for interpretation and translation;
- (v) That \$800,000 be added to the budget for lunchroom supervisors.

Appendix K

C.W. Jeffreys ***STUDENT SURVEY***

Dear Student:

As you may know, as result of the recent shooting at C.W. Jeffreys, the Toronto School Board has hired a group of outside experts to study issues of school safety. As part of this study, the research team would like to hear about the opinions and experiences of each and every student at Jeffreys. That is why we are asking you to fill out this questionnaire. Filling out this questionnaire will give you a chance to tell us about your experiences and how you are feeling about your school. If people like you do not fill out this questionnaire, we will only be getting information from adults like your teachers and parents. We also need to hear from young people like you.

This questionnaire is not a test. There are no right or wrong answers. We want to hear about how you feel. This survey is about your thoughts and experiences. You do not have to answer any questions that you do not want to answer.

This survey is also completely private and confidential. Do not put your name on the questionnaire. We do not need to know your name. We are only interested in how you are feeling. This will protect your privacy. Nobody will know which student filled out which questionnaire. This should make you feel comfortable.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the programs we develop will not reflect your opinions and concerns.

When you are finished with the questionnaire, please put it in the envelope and seal it. Again – do not put your name on the envelope. The research team will then collect the envelopes. The envelopes will not be opened by the researchers until they have left the school. We stress that nobody at your school – like principals or teachers – will ever read your answers. Only the outside researchers will get a chance to look at your answers. If you have any questions please put up your hand and someone will try to help you.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of students have different types of opinions or experiences. For example, we might want to see if female students feel the same way as male students.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) 13 years-old
- 2) 14 years-old
- 3) 15 years-old
- 4) 16 years-old
- 5) 17 years-old
- 6) 18 years-old
- 7) 19 years-old
- 8) 20 years-old
- 9) Over 20 years of age

A3. What grade are you in right now?

- 1) Grade 9
- 2) Grade 10
- 3) Grade 11
- 4) Grade 12

A4. Were you born in Canada or in another country?

- 1) I was born in Canada – *go to question A7*
- 2) I was born outside of Canada

A5. What country were you born in? Please write your answer in the space below.

(Country of birth) _____

A6. How long have you lived in Canada? Would you say?

- | | |
|-----------------------|-------------------------------|
| 1) Less than one year | 5) About four years |
| 2) About one year | 6) Between five and ten years |
| 3) About two years | 7) More than ten years. |
| 4) About three years | |

A7. What was the first language that you learned how to speak? Was it English or another language?

- 1) English
- 2) Another language (please specify) _____

A8. In our society, people are often described as belonging to a particular racial group. For example, some people may be seen as black or African-Canadian, other people may be seen as Asian or South Asian and other people may be seen as white. What racial group do you feel that you belong to?

- 1) Black or (African Canadian)
- 2) Asian (Chinese, Korean, Japanese, etc.)
- 3) South-East Asian (Vietnamese, Cambodian, Laotian, etc.)
- 4) South Asian (Indian, Pakistani, Tamil, Sri-Lankan, etc.)
- 5) Phillipino
- 6) Hispanic or Latin American
- 7) Native or First Nations
- 8) West Asian (Persian, Arab or Middle-Eastern)
- 9) White (European-Canadian)
- 10) Biracial or mixed race (specify) _____
- 11) Other (specify) _____
- 12) Not sure

A9. Do you live with your parents or do you live with other relatives or do you live somewhere else?

- 1) I live with both my mom and my dad
- 2) I live with my mom only
- 3) I live with my dad only
- 4) I live with other relatives (specify) _____
- 5) I live with a foster family
- 6) I am living with friends
- 7) I live by myself
- 8) Other(specify) _____

A10. How many brothers and sisters do you have?

- 1) None
- 2) Number of sisters: _____
- 3) Number of brothers: _____

A11. Do you live with your brothers and sisters?

- 1) No
- 2) Some of them
- 3) All of them

A12. What type of neighbourhood do you live in? Would you say that you live in?

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A very rich community
- 6) I don't know

A13. What is crime like in your community? Would you say that you live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A14. What type of home do you live in now?

- 1) A low-rise apartment building (less than ten stories)
- 2) A high-rise apartment building (more than ten stories)
- 3) A town house
- 4) A semi-detached house (two homes attached together)
- 5) A detached house (a single-family home that stands by itself)
- 6) Don't Know

A15. Do you currently live in a public housing project or do you live in another type of place?

- 1) I live in a housing project (Ontario Housing)
- 2) I live in another type of place
- 3) Don't know

A16. How many times have you moved homes in the past five years? Would you say?

- | | |
|--------------|-----------------------|
| 1) Never | 4) Three times |
| 2) Only once | 5) Four times |
| 3) Twice | 6) Five times or more |

A17. How long have you been at C.W Jeffreys?

- 1) Less than one year
- 2) About one year
- 3) Two years
- 4) Three years
- 5) Four years
- 6) Five years
- 7) More than five years
- 8) Don't know

A18. How far do you think you will go in school? How much education do you think you will get?

- 1) I plan to drop out of high school before I graduate
- 2) I plan to graduate from high school
- 3) I plan to go to community college
- 4) I plan to go to university
- 5) Other (specify) _____
- 6) I don't know yet

A19. How often do you hear guns shooting in the neighbourhood that you live? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

A20. In your opinion, are gangs a problem in your community? Would you say?

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at your school or not? Please circle your answer.

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs.	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5

l)	Teachers who do not listen to what the students have to say.	1	2	3	4	5
m)	Students who gossip and spread rumours about others.	1	2	3	4	5
n)	Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about your school:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) At my school students often hang out in the halls and make noise when classes are on.	1	2	3	4	5
b) In general, the teachers at my school don't respect the students.	1	2	3	4	5
c) Teachers at my school treat everyone fairly.	1	2	3	4	5
d) People from outside my school often come to the school to cause trouble.	1	2	3	4	5
e) Some teachers at my school do not know how to talk to their students.	1	2	3	4	5
f) There are many students at my school who do not respect their teachers.	1	2	3	4	5
g) People from outside my school often come to visit their friends and hang out.	1	2	3	4	5
h) People from outside my school often come to sell drugs at my school.	1	2	3	4	5
i) Some students at my school just won't do what the teachers tell them to do.	1	2	3	4	5

j)	Most of the students and teachers at my school get along.	1	2	3	4	5
k)	The teachers at my school care about what happens to the students.	1	2	3	4	5

B3. In your opinion, how often do students get into fights at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. I want you to think about the way things were at your school before Jordan Manners was shot. How safe did you feel at your school before the shooting took place? Did you feel?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C2. How safe did you feel at your school right after Jordan Manners was shot?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C3. How do you feel now? How safe do you feel at your school today?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't Know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C4. In general, would you say that C.W Jeffreys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?

- | | |
|-------------------------------------|---------------|
| 1) Jeffreys is a very safe school | 5) Don't know |
| 2) Jeffreys is a fairly safe school | |
| 3) Jeffreys is an unsafe school | |
| 4) Jeffreys is a very unsafe school | |

C5. I want you to think about other high schools that you know about. Do you think that C.W. Jeffreys has less violence than other schools, more violence than other schools or do you think it is about the same as other schools?

- | |
|--|
| 1) Jeffreys has less violence than other schools |
| 2) Jeffreys has more violence than other schools |
| 3) Jeffreys has about the same amount of violence as other schools |
| 4) Don't know |

C6. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/ Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Took a bus or a subway during the day?	1	2	3	4	5
d) Took a bus or subway at night?	1	2	3	4	5
e) Went downtown to shop or hang out?	1	2	3	4	5
f) Went to a shopping mall?	1	2	3	4	5
g) Went to visit a friend in another area of town?	1	2	3	4	5
h) Went to the movies with friends?	1	2	3	4	5
i) Went to a house party at someone's home?	1	2	3	4	5
j) Went to a nightclub or a bar?	1	2	3	4	5
k) Went to hang out at another high school?	1	2	3	4	5

C7. Do you ever feel afraid or unsafe when you are coming to school in the morning or leaving school at the end of the day? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C8. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes?

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that hang out in your community?	1	2	3	4	5
c) Street gangs that live outside of your community?	1	2	3	4	5
d) Being attacked or beat up by someone at school?	1	2	3	4	5
e) Being attacked or beat up by someone outside of school?	1	2	3	4	5
f) Being robbed by someone at school?	1	2	3	4	5
g) Being robbed by someone outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Having something stolen from you outside of school?	1	2	3	4	5
j) Being shot by someone that you know?	1	2	3	4	5
k) Being shot by a stranger that you do not know?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

- C9. Are there any places or activities that you avoid because you are afraid for your safety or afraid that you might get attacked or assaulted? Please list those places in the box provided below.**

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property?

TYPES of VICTIMIZATION		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has someone at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has someone at your school stolen money or things from you worth over 50.00?	1	2	3	4
c)	How many times has someone at your school deliberately damaged your property, clothes or possessions?	1	2	3	4
d)	How many times has someone at school threatened to hurt you or injure you?	1	2	3	4
e)	How many times has someone at your school threatened you with a weapon like a knife or a gun?	1	2	3	4
f)	How many times has someone at school punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has someone at your school pointed a gun at you or tried to shoot you?	1	2	3	4
h)	How many times has someone at your school taken money or things from you by threatening you or by using force?	1	2	3	4
i)	How many times has someone at your school attacked you with a weapon like a knife or a bat?	1	2	3	4
j)	How many times has someone at your school forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k)	How many times has someone at your school called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you in the outside community. How many times over the past two years have the following things happened to you when were not at school.

TYPES OF VICTIMIZATION		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has someone stolen money or things from you worth over 50.00?	1	2	3	4
c)	How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d)	How many times has threatened to hurt you or injure you?	1	2	3	4
e)	How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f)	How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has someone pointed a gun at you or tried to shoot you?	1	2	3	4
h)	How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
i)	How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
j)	How many times has someone forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k)	How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

- D3.** Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.

If nothing bad has ever happened to you please go to the next section (SECTION E)

D4. When did this happen?

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

D5. Where did this incident happen?

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D6. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) Another student at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify) _____

D7. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D8*

D8. People may have a number of different reasons for not talking to the police. Why did you decide not talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police	YES	NO
a) The matter was too trivial. It was not that bad.	1	2
b) Because the police would not do anything. It is a waste of time.	1	2
c) Because the police would not believe me or take me seriously.	1	2
d) Because I did not want to upset my parents.	1	2
e) Because my parents might stop me from going out in the future.	1	2
f) Because I could have gotten into trouble with the police.	1	2
g) Because I was afraid of the people who did this to me.	1	2
h) Because the police could not protect me	1	2
i) Because I don't like the police. I don't trust the police.	1	2
j) Because I wanted to get my own revenge.	1	2
k) Because I can take care of myself	1	2

l)	Because I don't want people to think I'm a snitch or a rat	1	2
m)	Because I did not want the offenders to get into trouble	1	2

D9. Were there any other reasons that you did not talk to the police? Please write these reasons in the box provided below.

PART E: WITNESSING CRIMES

E1. Now I want to talk to you about crimes that you may have seen at some time in your life. Have you ever witnessed a gun battle or a shooting? For example, have you ever witnessed an incident in which one person or group of persons was shooting at another person or group of people? Would you say?

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to E5</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E2. When was the last time that you witnessed a shooting or gun battle?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E3. Think about the last time you witnessed a shooting or gun battle. Did you talk to the police about this crime?

- 1) YES – *go to E5*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E4. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other _____ |
| 88) Can't remember | 99) Refused |

E5. Have you ever witnessed someone else being robbed or mugged for their money or possessions? Would you say?

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to E9</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E6. When was the last time that you witnessed someone else being mugged or robbed?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E7. Think about the last time you witnessed someone else being mugged or robbed? Did you talk to the police about this crime?

- 1) YES – *go to E9*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E8. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other_____ |
| 88) Can't remember | 99) Refused |

E9. Have you ever witnessed someone selling illegal drugs? Would you say?

- | | |
|-----------------------------|-----------------------|
| 0) Never – <i>go to E13</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E10. When was the last time that you witnessed someone selling illegal drugs?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E11. Think about the last time you witnessed someone selling illegal drugs. Did you talk to the police about this crime?

- 1) YES – *go to E13*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E12. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other _____ |
| 88) Can't remember | 99) Refused |

E13. Have you ever witnessed a serious attack or beating in which another person was badly hurt? Would you say?

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to F1</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E14. When was the last time that you witnessed a serious beating or attack?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

E15. Think about the last time you witnessed a serious beating or attack. Did you talk to the police about this crime?

- 1) YES – *go to F1*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

E16. Why didn't you talk to the police about this crime? Is there any other reason?
INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other _____ |
| 88) Can't remember | 99) Refused |

PART F: IMPROVING SCHOOL SAFETY AND DISCIPLINE

- F1. Some people think that putting television cameras in the halls and in the classrooms will make schools safer? Do you think putting television cameras in schools is a good idea or a bad idea?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know
- F2. Some people think that increasing the number of security people in schools will increase safety. Do you think increasing the number of security people in schools is a good idea or a bad idea?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know
- F3. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know
- F4. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know

F5. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F6. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F7. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Students from my racial group are more likely to be unfairly suspended or expelled from school than students from other racial groups.	1	2	3	4	5
b) Teachers treat all students the same.	1	2	3	4	5
c) Discrimination makes it difficult for students from my racial background to get good grades at school.	1	2	3	4	5
d) Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	1	2	3	4	5
e) Discrimination makes it difficult for people from my racial group to get a good job.	1	2	3	4	5
f) Everyone in Canada has an equal chance of getting a good education.	1	2	3	4	5
g) I will eventually get a good education and a good job.	1	2	3	4	5
h) Rich kids have a better chance in Canada than poor kids.	1	2	3	4	5
i) The school is more likely to call the police on racial minority students than white students.	1	2	3	4	5
j) Teachers at my school work hard to help students become successful	1	2	3	4	5

F8. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F9. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F9. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F10. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F11. Should students be punished for stealing other peoples' money or property at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F12. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F13. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
- 2) They should be suspended
- 3) They should be expelled
- 4) They should be given a detention
- 5) The school should call their parents
- 6) They should have to talk to a counsellor
- 7) The school should call the police
- 8) They should be given another type of punishment (specify) _____

F14. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

F15. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:

F16. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F17. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

F18. Finally, I would like to ask you a few questions about gang activity in your area. Have you ever been the member of a gang?

- 1) No – I have never been in a gang
- 2) Yes – I used to be in a gang but I'm not in a gang now
- 3) Yes – I am currently in a gang

F19. Do you have any friends who are in a gang?

- 1) I don't know any gang members
- 2) I know one or two gang members
- 3) I know several gang members
- 4) I know many gang members
- 5) I'm not sure if any of the people I know are gang members

F20. Some people think that all students should have to wear uniforms when they are in school. Do you think uniforms are a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

We have now come to the end of the questionnaire. Do you have any other comments?

**THANK YOU FOR YOUR PARTICIPATION
IN THIS STUDY!!**

APPENDIX L

C.W. Jefferys *TEACHER and STAFF SURVEY*

Dear Teacher or Staff member:

As you may know, as result of the recent shooting at C.W. Jefferys, the Toronto District School Board has struck a panel of outside experts to review issues of school safety. As part of this review, the research team would like to hear about the opinions and experiences of *all* school personnel – including teachers and support staff. That is why we are asking you to fill out this questionnaire. Filling out this questionnaire will give you a chance to tell us about your perceptions and experiences. The survey will also give you the opportunity to make recommendations about how to improve school safety and the general quality of education at Jefferys.

This questionnaire is not a test. There are no right or wrong answers. We just want to hear about your true feelings and experiences. The survey is completely private and confidential. *Do not* put your name on the questionnaire. We do not need to know your name. We want to ensure that your responses remain anonymous.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the recommendations we develop will not reflect your opinions and concerns.

When you are finished with the questionnaire, please put it in the envelope and seal it. Again – do not put your name on the envelope. There are two options for submitting the questionnaire: you may leave it in the sealed drop box at the main office; or, you may mail it to us in the enclosed self-addressed, postage paid envelope. The questionnaires will not be opened by the researchers until after they have left the school. We stress that nobody at your school will ever read your individual answers. Only the outside researchers will get a chance to look at your answers. Finally, your name will never appear on any of the reports that stem from this project. The anonymity of individual respondents will be protected at all times.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of staff have different types of opinions or experiences.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) Less than 20 years of age
- 2) 20-29 years
- 3) 30-39 years
- 4) 40-49 years
- 5) 50-59 years
- 6) 60 years or older

A3. What is your position or job at C.W Jefferys?

- 1) Principal or vice-principal
- 2) Teacher
- 3) Support staff
- 4) Other (please specify) _____

A4. How long have you worked in the field of education?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A5. How long have you worked for the Toronto District School Board?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A6. How long have you worked at C.W. Jefferys?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A7. I want you to think about the type of neighbourhood or community that you currently live in? Would you say that you live in?

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A wealthy community
- 6) I don't know

A8. What is crime like in your neighbourhood or community? Would you say that you currently live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A9. How often do you hear guns shooting in the neighbourhood that you live? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

A10. In your opinion, are gangs a problem in your community? Would you say?

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

A11. I would like you to compare your neighbourhood with the neighbourhood around C.W. Jefferys. In your opinion, would you say that your neighbourhood?

- 1) Has much more crime than the neighbourhood around C.W. Jefferys
- 2) Has somewhat more crime than the neighbourhood around C.W. Jefferys
- 3) Has about the same amount of crime as the neighbourhood around C.W. Jefferys
- 4) Has somewhat less crime than the neighbourhood around C.W. Jefferys
- 5) Has a lot less crime than the neighbourhood around C.W. Jefferys
- 6) Don't know

A12. In your opinion, would you say that your neighbourhood?

- 1) Is much richer than the neighbourhood around C.W. Jefferys
- 2) Is somewhat richer than the neighbourhood around C.W. Jefferys
- 3) Is about the same social class as the neighbourhood around C.W. Jefferys
- 4) Is somewhat poorer than the neighbourhood around C.W. Jefferys
- 5) Is a lot poorer than the neighbourhood around C.W. Jefferys
- 6) Don't know

A13. Is your neighbourhood as ethnically diverse as the neighbourhood around C.W. Jefferys. Would you say that your neighbourhood?

- 1) Is much more diverse than the neighbourhood around C.W. Jefferys
- 2) Is somewhat more diverse than the neighbourhood around C.W. Jefferys
- 3) Is just as diverse as the neighbourhood around C.W. Jefferys
- 4) Is somewhat less diverse than the neighbourhood around C.W. Jefferys
- 5) Is a lot less diverse than the neighbourhood around C.W. Jefferys
- 6) Don't know

A14. How far do you live from C.W. Jefferys? How far is your neighbourhood from the school? Would you say?

- | | |
|---------------------------------|---------------------------------|
| 1) Less than one kilometre | 5) Between 20 and 30 kilometres |
| 2) Between 1 and 5 kilometres | 6) Between 30 and 40 kilometres |
| 3) Between 5 and 10 kilometres | 7) Between 40 and 50 kilometres |
| 4) Between 10 and 20 kilometres | 8) 50 kilometres or more |
| | 9) Don't know |

A15. Would you ever consider living in the neighbourhood around C.W. Jefferys?

- 1) Yes – I would like to live in this neighbourhood
- 2) Maybe – I might consider living in this neighbourhood
- 3) No – I do not want to live in this neighbourhood

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at C.W. Jefferys or not? Please circle your answer?

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs.	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5
l) Teachers who do not listen to what the students have to say.	1	2	3	4	5
m) Students who gossip and spread rumours about others.	1	2	3	4	5
n) Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about C.W. Jefferys?

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Media coverage of Jordan Manners' death has unfairly damaged the reputation of the students at C.W. Jefferys.	1	2	3	4	5
b) There are many students at this school who do not respect their teachers.	1	2	3	4	5
c) In general, teachers at this school treat all students fairly.	1	2	3	4	5
d) Media coverage of Jordan Manners' death has unfairly damaged the reputation of the teachers at C.W. Jefferys.	1	2	3	4	5
e) Some teachers do not know how to talk to their students.	1	2	3	4	5
f) There are some teachers at Jefferys who do not respect their students.	1	2	3	4	5
g) I am sometimes afraid for my safety when I come to work at this school.	1	2	3	4	5
h) Many students at this school refuse to obey their teachers.	1	2	3	4	5
i) The behaviour of students at this school has gotten worse over the past two years.	1	2	3	4	5
j) Most of the students and teachers at this school get along fine.	1	2	3	4	5
k) In general, I enjoy working at C.W. Jefferys.	1	2	3	4	5

B3. In your opinion, how often do students get into fights at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. I want you to think about the way things were at C.W. Jefferys before Jordan Manners was shot. How safe did you feel at this school before the shooting took place? Did you feel:

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C2. How safe did you feel at this school right after Jordan Manners was shot?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C3. How do you feel now? How safe did you feel during the last week of class?

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't Know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C4. In general, would you say that C.W Jefferys is a very safe school, a fairly safe school or do you think that the school is an unsafe place for teachers and students?

- | | |
|-------------------------------------|---------------|
| 1) Jefferys is a very safe school | 5) Don't know |
| 2) Jefferys is a fairly safe school | |
| 3) Jefferys is an unsafe school | |
| 4) Jefferys is a very unsafe school | |

C5. I want you to think about other high schools that you know about. In general, do you think that C.W. Jefferys has less violence than other high schools in Toronto, more violence than other schools or do you think it is about the same as other schools?

- | |
|--|
| 1) Jefferys has less violence than other schools |
| 2) Jefferys has more violence than other schools |
| 3) Jefferys has about the same amount of violence as other schools |
| 4) Don't know |

C6. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/ Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Walked around the neighbourhood surrounding C.W. Jefferys during the day?	1	2	3	4	5
d) Walked around the neighbourhood surrounding C.W. Jefferys during the night.	1	2	3	4	5
e) Took a bus or a subway during the day?	1	2	3	4	5
f) Took a bus or subway at night?	1	2	3	4	5
g) Went downtown?	1	2	3	4	5
h) Went to a shopping mall?	1	2	3	4	5
i) Went to visit a friend in another area of town?	1	2	3	4	5
j) Went to the movies friends?	1	2	3	4	5
k) Went to a party at someone's home?	1	2	3	4	5
l) Went to a nightclub or a bar?	1	2	3	4	5

C7. Do you ever feel afraid or unsafe when you are coming to work at C.W. Jefferys in the morning or leaving school at the end of the day? Would you say?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C8. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes? Do you ever worry about:

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that may be hanging out in the community surrounding the school?	1	2	3	4	5
c) Street gangs that may be hanging out in your neighbourhood?	1	2	3	4	5
d) Being attacked or beat up by a student?	1	2	3	4	5
e) Being attacked or beat up by someone from outside the school?	1	2	3	4	5
f) Being robbed by a student at the school?	1	2	3	4	5
g) Being robbed by someone from outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Being shot at or attacked with a weapon at school?	1	2	3	4	5
j) Being shot at or attacked with a weapon outside of school?	1	2	3	4	5
k) Having something stolen from you outside of school?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

- C9. Are there any school activities or places around the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.**

- C10. Are there any places or activities outside of the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.**

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property.

TYPES OF VICTIMIZATION IN THE PAST TWO YEARS		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has a student at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has a student at your school stolen money or things from you worth over 50.00?	1	2	3	4
c)	How many times have students at your school damaged your property or possessions?	1	2	3	4
d)	How many times has a student at your school threatened you?	1	2	3	4
e)	How many times has a student at your school threatened you with a weapon?	1	2	3	4
f)	How many times has a student at your school punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has a student talked back to you in class or in the hall?	1	2	3	4
h)	How many times has a student at your school attacked you with a weapon?	1	2	3	4
i)	How many times has a student accused you of punishing them unfairly?	1	2	3	4
j)	How many times has a student accused you of giving them an unfair grade?	1	2	3	4
k)	How many times has a student at your school sexually harassed you or made inappropriate sexual comments?	1	2	3	4
l)	How many times has a student at your school called you names or teased you in a way that bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you in the outside community. How many times over the past two years have the following things happened to you when were not at school?

TYPES OF VICTIMIZATION		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has someone stolen money or things from you worth over 50.00?	1	2	3	4
c)	How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d)	How many times has threatened to hurt you or injure you?	1	2	3	4
e)	How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f)	How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has someone pointed a gun at you or tried to shoot you?	1	2	3	4
h)	How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
i)	How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
j)	How many times has someone forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k)	How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

- D3. Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.**

If nothing bad has ever happened to you please go to the next section (SECTION E)

D4. When did this happen?

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

D5. Where did this incident happen?

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D6. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) A student at your school
- 5) A staff member at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify) _____

D7. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D8*

D8. People may have a number of different reasons for not talking to the police. Why did you decide not talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police	YES	NO
a) The matter was too trivial. It was not that bad.	1	2
b) Because the police would not do anything. It is a waste of time.	1	2
c) Because the police would not believe me or take me seriously.	1	2
e) Because my parents might stop me from going out in the future.	1	2
f) Because I could have gotten into trouble with the police.	1	2
g) Because I was afraid of the people who did this to me.	1	2
h) Because the police could not protect me	1	2
i) Because I don't like the police. I don't trust the police.	1	2
j) Because I wanted to get my own revenge.	1	2
k) Because I can take care of myself	1	2
l) Because I don't want people to think I'm a snitch or a rat	1	2
m) Because I did not want the offenders to get into trouble	1	2

PART E: WITNESSING CRIME AND DISORDER

E1. Now we want to ask you about incidents of crime or disorder that you may have witnessed at C.W. Jefferys during the past two years. During the past two years, have you ever seen a student carrying a gun at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E2. During the past two years, have you ever witnessed a student with another type of weapon – like a knife or a bat -- at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E3. During the past two years, have you ever witnessed a student threaten a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E4. During the past two years, have you ever witnessed a student threaten another student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E5. During the past two years, have you ever witnessed a fight between students at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E6. During the past two years, have you ever witnessed a student swearing at or insulting a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E7. During the past two years, have you ever witnessed a student talking back to a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E8. During the past two years, have you ever witnessed students who were drunk, intoxicated or high at this school?

- | | |
|---------------------|-----------------------|
| 0) — Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E9. During the past two years, have you ever witnessed a student trying to steal something at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E10. During the past two years, have you ever witnessed a student selling illegal drugs at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E11. During the past two years, have you ever witnessed a student sexually harass a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E12. During the past two years, have you ever witnessed a student sexually harass another student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E13. Are there any other types of crime or disorder that you have witnessed at this school? Please write these reasons in the box provided below.

PART F: IMPROVING SCHOOL SAFETY AND DISCIPLINE

F1. Some people think that putting security cameras in the halls will make schools safer? Do you think putting television cameras in the halls is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F2. Some people think that putting security cameras in the classroom will make schools safer? Do you think putting television cameras in the classroom is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F3. Some people think that increasing the number of hall monitors in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F4. Some people think that increasing the number of trained security guards in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F5. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F6. Some people think that school officials should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give school officials permission to search student lockers whenever they want?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F7. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F8. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F9. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F10. Some people think that there should be more police patrols on school property. Do you think increasing the number of police patrols in your school is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F11. In general, do you think that school safety at C.W. Jefferys has increased or decreased over the past two years?

- 1) School safety has decreased a great deal
- 2) School safety has decreased a little
- 3) School safety is about the same as it was two years ago
- 4) School safety has increased a little
- 5) School safety has increased a lot
- 8) Don't know

F12. In general, do you think that student behaviour at C.W. Jefferys has improved over the past two years or do you think it has gotten worse?

- 1) Student behaviour has improved a lot
- 2) Student behaviour has improved a little
- 3) Student behaviour is about the same as it was two years ago
- 4) Student behaviour has gotten worse
- 5) Student behaviour has gotten a lot worse
- 8) Don't know

- F13. If you think that school safety at C.W. Jefferys has decreased over the past two years, please tell us why you think it has gotten worse. If you think school safety has improved, please tell us why you think it has improved. Please write your answer in the box below.**

- F14. If you think that student behaviour at C.W. Jefferys has worsened over the past two years, please tell us why you think it has gotten worse. If you think student behaviour has improved, please tell us why you think it has improved. Please write your answer in the box below.**

F15. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) To increase order at C.W. Jefferys we need to suspend more students.	1	2	3	4	5
b) To increase order at C.W. Jefferys we need to expel more students.	1	2	3	4	5
c) To increase order at C.W. Jefferys we need to call the police more often to deal with unruly students.	1	2	3	4	5
d) I am sometimes afraid of being called a racist by the students at this school.	1	2	3	4	5
e) Parents need to take more responsibility for how their children act in school.	1	2	3	4	5
f) Noise from students in the halls often makes it difficult for me to teach.	1	2	3	4	5
g) The administration at this school always supports teachers who try to punish badly behaved students.	1	2	3	4	5
h) Students at this school know they can get away with bad behaviour.	1	2	3	4	5
i) Students often talk back to me in class.	1	2	3	4	5
j) I am afraid of some of the students who go to this school.	1	2	3	4	5
k) Discipline at C.W. Jefferys has become too lenient over the past few years.	1	2	3	4	5

F16. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F17. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F18. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F19. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F20. Should students be punished for stealing other peoples' money or property at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F21. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F22. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F23. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

F24. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F25. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 5) Don't know

F26. Some people think that schools should develop programs to make parents more involved in their children's education. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F27 Some people think that C.W. Jefferys should hire more racial minority teachers. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F28. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:

F29. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Incidents like the Jordan Manners shooting could happen at any school.	1	2	3	4	5
b) In general, C.W. Jefferys is a very safe school.	1	2	3	4	5
c) I am worried that other shootings will happen again at this school.	1	2	3	4	5
d) Most of the students at C.W. Jefferys are well behaved.	1	2	3	4	5
e) C.W. Jefferys needs more racial minority teachers.	1	2	3	4	5
f) I enjoy working with the students at C.W. Jefferys.	1	2	3	4	5
g) Most of the problems at this school are caused by the poverty in the surrounding neighbourhood.	1	2	3	4	5
h) The school system cannot really help the poor students who live in this area?	1	2	3	4	5
i) Most of the students at this school will go to university.	1	2	3	4	5
j) Many of the students at this school will eventually get a criminal record.	1	2	3	4	5
k) Many of the students who go to this school will have trouble getting a good job.	1	2	3	4	5
l) The safety problems at C.W. Jefferys have been exaggerated.	1	2	3	4	5

F30. In your opinion, what proportion of the students currently attending C.W. Jefferys will complete university?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F31. In your opinion, what proportion of the students currently attending C.W. Jefferys are well-behaved at school?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F32. How happy are you with your job at C.W. Jefferys? Would you say?

- 1) Very happy
- 2) Happy
- 3) Somewhat happy
- 4) Somewhat unhappy
- 5) Unhappy
- 6) Very Unhappy
- 7) Refused

F33. How satisfied are you with the administration at C.W. Jefferys Collegiate? How satisfied are you with the way the school is being run? Would you say?

- 1) Very Satisfied
- 2) Satisfied
- 3) Somewhat satisfied
- 4) Somewhat dissatisfied
- 5) Dissatisfied
- 6) Very dissatisfied
- 7) Refused

F34. People are often described as belonging to a particular racial group. What racial group do you feel that you belong to?

- 1) Black (African Canadian)
- 2) White (European)
- 3) Asian (Chinese, Japanese, Korean)
- 4) South-East Asian (Vietnamese, Laotian, Cambodian)
- 5) South Asian (Indian, Pakistani, Tamil, Sri Lankan)
- 6) West Asian (Arab, Persian, Middle-Eastern)
- 7) Aboriginal (Native, First Nations)
- 8) Mixed Race (specify) _____
- 9) Other (specify) _____
- 10) Refused

F35. We have now come to the end of the questionnaire. Do you have any other comments?

**THANK YOU FOR YOUR
PARTICIPATION IN THIS STUDY!!**

APPENDIX M

WESTVIEW CENTENNIAL SECONDARY SCHOOL STUDENT SURVEY

Dear Student:

As most of you know, Jordan Manners was tragically shot and killed at C.W. Jefferys Collegiate last May. As a result of that shooting, the Toronto District School Board hired a group of outside experts to study issues of school safety in Toronto. As part of their investigation, the research team is conducting a special student survey at Westview Centennial. As part of this survey, we will be asking you to fill out a questionnaire that will ask you about your opinions and experiences.

Students often complain that adults do not listen to their opinions. Filling out this questionnaire will give you a chance to tell us about your experiences and how you are feeling. We really need to hear from young people like you.

This questionnaire is not a test. There are no right or wrong answers. We just want to hear about how you feel. This questionnaire is about your thoughts and experiences. You do not have to answer any questions that you do not want to answer. This questionnaire is also completely private and confidential. Do not put your name on the questionnaire. We do not want to know your name. We are only interested in how you are feeling. This will protect your privacy. Nobody will know which student filled out which questionnaire. This should make you feel comfortable.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the programs we develop will not reflect your opinions and concerns.

When you are finished with the questionnaire, please put it in the envelope and seal it. Again – do not put your name on the envelope. The research team will then collect the envelopes. They will not be opened by the researchers until after they have left the school. We stress that nobody at your school – like principals or teachers – will ever read your answers. Only the outside researchers will get a chance to look at your answers. If you have any questions please put up your hand and someone will try to help you.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of students have different types of opinions or experiences. For example, we might want to see if female students feel the same way as male students.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) 13 years-old
- 2) 14 years-old
- 3) 15 years-old
- 4) 16 years-old
- 5) 17 years-old
- 6) 18 years-old
- 7) 19 years-old
- 8) 20 years-old
- 9) Over 20 years of age

A3. What grade are you in right now?

- 1) Grade 9
- 2) Grade 10
- 3) Grade 11
- 4) Grade 12

A4. Were you born in Canada or in another country?

- 1) I was born in Canada – *go to question A7*
- 2) I was born outside of Canada

A5. What country were you born in? Please write your answer in the space below.

(Country of birth) _____

A6. How long have you lived in Canada? Would you say:

- | | |
|-----------------------|-------------------------------|
| 1) Less than one year | 5) About four years |
| 2) About one year | 6) Between five and ten years |
| 3) About two years | 7) More than ten years. |
| 4) About three years | |

A7. What was the first language that you learned how to speak? Was it English or another language?

- 1) English
- 2) Another language (please specify) _____

A8. In our society, people are often described as belonging to a particular racial group. For example, some people may be seen as black or African-Canadian, other people may be seen as Asian or South Asian and other people may be seen as white. What racial group do you feel that you belong to:

- 1) Black or (African Canadian)
- 2) Asian (Chinese, Korean, Japanese, etc.)
- 3) South-East Asian (Vietnamese, Cambodian, Laotian, etc.)
- 4) South Asian (Indian, Pakistani, Tamil, Sri-Lankan, etc.)
- 5) Phillipino
- 6) Hispanic or Latin American
- 7) Native or First Nations
- 8) West Asian (Persian, Arab or Middle-Eastern)
- 9) White (European-Canadian)
- 10) Biracial or mixed race (specify) _____
- 11) Other (specify) _____
- 12) Not sure

A9. Do you live with your parents or do you live with other relatives or do you live somewhere else?

- 1) I live with both my mom and my dad
- 2) I live with my mom only
- 3) I live with my dad only
- 4) I live with other relatives (specify) _____
- 5) I live with a foster family
- 6) I am living with friends
- 7) I live by myself
- 8) Other(specify) _____

A10. What type of neighbourhood do you live in? Would you say that you live in:

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A very rich community
- 6) I don't know

A11. What is crime like in your community? Would you say that you live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A12. What type of home do you live in now?

- 1) A low-rise apartment building (less than ten stories)
- 2) A high-rise apartment building (more than ten stories)
- 3) A town-house
- 4) A semi-detached house (two homes attached together)
- 5) A detached house (a single-family home that stands by itself)
- 6) Don't Know

A13. Do you currently live in a public housing project or do you live in another type of place?

- 1) I live in a housing project (Toronto Housing)
- 2) I live in another type of place
- 3) Don't know

A14. How long have you been going to Westview Centennial?

- 1) Less than one year
- 2) About one year
- 3) Two years
- 4) Three years
- 5) Four years
- 6) Five years
- 7) More than five years
- 8) Don't know

A15. How far do you think you will go in school? How much education do you think you will get?

- 1) I plan to drop out of high school before I graduate
- 2) I plan to graduate from high school
- 3) I plan to go to community college
- 4) I plan to go to university
- 5) Other (specify) _____
- 6) I don't know yet

A16. In your opinion, are gangs a problem in your community or neighbourhood? Would you say:

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

A17. How often do you hear gunshots in your community or neighbourhood? Would you say:

- | | |
|---------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost Never | 7) More than once a week |
| 3) Less than once a month | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) More than once a month | |

A18. What is your religion? What religious group do you belong to?

- | | |
|----------------------------|---------------------------------|
| 1) I don't have a religion | 2) Islam (specify faith) _____ |
| 3) Hindu | 4) Catholic |
| 5) Bhuddist | 6) Anglican |
| 7) United Church | 8) Pentecostal |
| 9) Baptist | 10) Seventh Day Adventist |
| 11) Jehovah's Witness | 12) Methodist |
| 13) Judaism | 14) New Testament Church of God |
| 15) Other Church of God | |
| 16) Other (specify) _____ | |
| 17) Refused | |

A19. How religious are you? Would you say that you are:

- 1) Very religious
- 2) Religious
- 3) A little bit religious
- 4) Not very religious
- 5) Not religious at all
- 8) Don't know
- 9) refused

A20. How often would you say that you attend religious services? Would you say?

- | | |
|-------------------------|--------------------------|
| 1) Never | 2) Once or twice a year |
| 3) Several times a year | 4) At least once a month |
| 5) Once a week | 6) More than once a week |
| 88) Don't know | 99) Refused to answer |

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at your school or not? Please circle your answer?

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5
l) Teachers who do not listen to what the students have to say.	1	2	3	4	5
m) Students who gossip and spread rumours about others.	1	2	3	4	5
n) Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about your school:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) At my school students often hang out in the halls and make noise when classes are on.	1	2	3	4	5
b) In general, the teachers at my school don't respect the students.	1	2	3	4	5
c) Teachers at my school treat everyone fairly.	1	2	3	4	5
d) People from outside my school often come to the school to cause trouble.	1	2	3	4	5
e) Some teachers at my school do not know how to talk to their students.	1	2	3	4	5
f) There are many students at my school who do not respect their teachers.	1	2	3	4	5
g) People from outside my school often come to visit their friends and hang out.	1	2	3	4	5
h) People from outside my school often come to sell drugs at my school.	1	2	3	4	5
i) Some students at my school just won't do what the teachers tell them to do.	1	2	3	4	5
j) Most of the students and teachers at my school get along.	1	2	3	4	5
k) The teachers at my school care about what happens to the students.	1	2	3	4	5

B3. In your opinion, how often do students get into fights at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. How safe do you feel at your school? Would you say:

- | | |
|----------------|---------------|
| 1) Very safe | 5) Don't Know |
| 2) Fairly Safe | |
| 3) Unsafe | |
| 4) Very unsafe | |

C2. In general, would you say that Westview is a very safe school, a fairly safe school or do you think that the school is an unsafe place for students?

- | | |
|-------------------------------------|---------------|
| 1) Westview is a very safe school | 5) Don't know |
| 2) Westview is a fairly safe school | |
| 3) Westview is an unsafe school | |
| 4) Westview is a very unsafe school | |

C3. I want you to think about other high schools that you know about. Do you think that Westview has less violence than other schools, more violence than other schools or do you think it is about the same as other schools.

- | |
|--|
| 1) Westview has less violence than other schools |
| 2) Westview has more violence than other schools |
| 3) Westview has about the same amount of violence as other schools |
| 4) Don't know |

C4. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/ Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Took a bus or a subway during the day?	1	2	3	4	5
d) Took a bus or subway at night?	1	2	3	4	5
e) Went downtown to shop or hang out?	1	2	3	4	5
f) Went to a shopping mall?	1	2	3	4	5
g) Went to visit a friend in another area of town?	1	2	3	4	5
h) Went to the movies with friends?	1	2	3	4	5
i) Went to a house party at someone's home?	1	2	3	4	5
j) Went to a nightclub or a bar?	1	2	3	4	5
k) Went to hang out at another high school?	1	2	3	4	5

C5. Do you ever feel afraid or unsafe when you are coming to school in the morning or leaving school at the end of the day? Would you say:

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C6. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes:

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that hang out in your community?	1	2	3	4	5
c) Street gangs that live outside of your community?	1	2	3	4	5
d) Being attacked or beat up by someone at school?	1	2	3	4	5
e) Being attacked or beat up by someone outside of school?	1	2	3	4	5
f) Being robbed by someone at school?	1	2	3	4	5
g) Being robbed by someone outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Having something stolen from you outside of school?	1	2	3	4	5
j) Being shot by someone that you know?	1	2	3	4	5
k) Being shot by a stranger that you do not know?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

C7. Are there any places or activities that you avoid because you are afraid for your safety or afraid that you might get attacked or assaulted? Please list those places in the box provided below.

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property.

TYPES OF VICTIMIZATION	Never	Once	Between 2 and 5 Times	More than 5 times
a) How many times has someone at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b) How many times has someone at your school stolen money or things from you worth over \$50.00?	1	2	3	4
c) How many times has someone at your school deliberately damaged your property, clothes or possessions?	1	2	3	4
d) How many times has someone at school threatened to hurt you or injure you?	1	2	3	4
e) How many times has someone at school punched you, slapped you or kicked you?	1	2	3	4
f) How many times has someone at your school pointed a gun at you or tried to shoot you?	1	2	3	4
g) How many times has someone at your school taken money or things from you by threatening you or by using force?	1	2	3	4
h) How many times has someone at your school attacked you with a weapon like a knife or a bat?	1	2	3	4
i) How many times has someone at your school called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you in the outside community. How many times over the past two years have the following things happened to you when you were not at school.

TYPES OF VICTIMIZATION	Never	Once	Between 2 and 5 Times	More than 5 times
a) How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b) How many times has someone stolen money or things from you worth over \$50.00?	1	2	3	4
c) How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d) How many times has someone threatened to hurt you or injure you?	1	2	3	4
e) How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f) How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g) How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
h) How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
i) How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D3. Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.

If nothing bad has ever happened to you please go to the next section (SECTION E)

D4. When did this happen?

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

D4. Where did this incident happen?

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D5. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) Another student at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify) _____

D6. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D7*

D7. People may have a number of different reasons for not talking to the police. Why did you decide not talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police		YES	NO
a)	The matter was too trivial. It was not that bad.	1	2
b)	Because the police would not do anything. It is a waste of time.	1	2
c)	Because the police would not believe me or take me seriously.	1	2
d)	Because I did not want to upset my parents.	1	2
e)	Because my parents might stop me from going out in the future.	1	2
f)	Because I could have gotten into trouble with the police.	1	2
g)	Because I was afraid of the people who did this to me.	1	2
h)	Because the police could not protect me.	1	2
i)	Because I don't like the police. I don't trust the police.	1	2
j)	Because I wanted to get my own revenge.	1	2
k)	Because I can take care of myself.	1	2
l)	Because I don't want people to think I'm a snitch or a rat.	1	2
m)	Because I did not want the offenders to get into trouble.	1	2

- D8. Were there any other reasons that you did not talk to the police? Please write these reasons in the box provided below.**

PART E: Weapons at School

- E1. We are interested in knowing what you know about guns and other weapons – both inside of school and outside of school. Please remember that your answers are completely private and confidential. Nobody will know how you respond to each of these questions. Please try to be as honest as possible.**

Over the past two years, do you know of anyone who brought a gun to your school or had a gun on school property?

- 1) NO – I don't know of any person who brought a gun to school
- 2) Yes – I know one person who brought a gun to school
- 3) Yes – I know two people who brought a gun to school
- 4) Yes – I know three people who brought a gun to school
- 5) Yes – I know more than three people who brought a gun to school
- 6) Don't know

- E2. Have you ever seen a gun at your school or on school property?**

- 1) Never – I have never seen a gun at my school
- 2) Only once – I only saw a gun once at my school
- 3) Twice – I only saw a gun two times at my school
- 4) Three times – I have seen a gun three times at my school
- 5) Four times – I have seen a gun four times at my school
- 6) I have seen a gun more than four times at my school

- E3. Has someone ever threatened you with a gun while you were at school or on school property?**

- 1) Never
- 2) Once
- 3) More than once

E4 Has someone ever pointed a gun at you while you were at school or on school property?

- 1) Never
- 2) Once
- 3) More than once

E5. Has someone ever shot at you while you were at school or on school property?

- 1) Never
- 2) Once
- 3) Never

E6. Have you ever talked to a teacher, the principal or the police about a gun that was in your school or on school property?

- 1) YES - I have reported a gun to school officials or to the police
- 2) NO - I never knew about a gun at my school
- 3) NO - I knew about a gun at school but I did not report it

E7. If you knew about a student in your school with a gun would you report it to a teacher, a school official or to the police?

- 1) YES – I would report it – **GO TO E9**
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E8. Why would you not report the gun to your teacher or to the police? Why would you not talk to these people about a student with a gun?

E9. Have you ever brought a gun to school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E10. Have you ever seen a gun outside of school?

- 1) Never – I have never seen a gun outside of school
- 2) Only once – I only saw a gun once outside of school
- 3) Only twice – I only saw a gun two times outside of school
- 4) Three times – I have seen a gun three times outside of school
- 5) I have seen a gun more than three times outside of school
- 6) Don't know

E11. Has someone ever threatened you with a gun when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E12. Has someone ever pointed a gun at you while you were at school?

- 1) Never
- 2) Once
- 3) More than once

E13. Has someone ever tried to shoot you with a gun when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E14. Have you ever carried a gun with you when you were outside of school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E15. Have you ever talked to the police about a gun that you saw outside of school?

- 1) YES - I have reported a gun to the police
- 2) NO - I never saw or knew about a gun outside of school
- 3) NO - I knew about a gun but I did not report it

E16. If you saw someone outside of school with a gun would you report it to the police?

- 1) YES – I would report it – **GO TO E19**
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E17. Why would you not report a person with a gun to the police?

E18. Over the past two years, do you know of any students who brought a knife to school?

- 1) NO – I don't know of any person who brought a knife to school
- 2) Yes – I know one person who brought a knife to school
- 3) Yes – I know two people who brought a knife to school
- 4) Yes – I know three people who brought a knife to school
- 5) Yes – I know more than three people who brought a knife to school
- 6) Don't know

E19. Have you ever seen someone with a knife at your school?

- 1) Never – I have never seen a knife at my school
- 2) Only once – I only saw a knife once at my school
- 3) Twice – I only saw a knife two times at my school
- 4) Three times – I have seen a knife three times at my school
- 5) Four times – I have seen a knife four times at my school
- 6) I have seen a knife more than four times at my school

E20. Has someone ever threatened you with a knife while you were at school?

- 1) Never
- 2) Once
- 3) More than once

E21. Has someone ever stabbed you with a knife while you were at school?

- 1) Never
- 2) Once
- 3) More than once

E22. Have you ever talked to a teacher, the principal or the police about a knife that was in your school?

- 1) YES - I have reported a knife to school officials or to the police
- 2) NO - I never saw or knew about a knife at school
- 3) NO - I knew about a knife at school but I did not report it

E23. If you knew about a student in your school with a knife would you report it to a teacher, a school official or to the police?

- 1) YES – I would report it – **GO TO E25**
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E24. Why would you not report the knife to your teachers or to the police? Why would you not talk to these people about a student with a knife?

E25. Have you ever brought a knife to school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E26. Has someone ever threatened you with a knife when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E27. Has someone ever stabbed you with a knife when you were outside of school?

- 1) Never
- 2) Once
- 3) More than once

E28. Have you ever carried a knife with you when you were outside of school?

- 1) Never
- 2) Only once
- 3) A few times
- 4) Many times

E29. Have you ever talked to the police about a person with a knife that you saw outside of school?

- 1) YES - I have reported someone with a knife to the police
- 2) NO - I never saw someone with a knife
- 3) NO - I saw someone with a knife but I did not report it

E30. If you saw someone outside of school with a knife would you report it to the police?

- 1) YES – I would report it – **GO TO F1**
- 2) MAYBE – I might report it – it would depend on the situation
- 3) NO – I would not report it
- 4) Don't know

E31. Why would you not report a person with a gun to the police?

PART F: Sexual Harassment and Assault

F1. Now we would like to ask you about things that may have happened to you at school or on school property over the past two years.

At your school has someone ever said unwanted sexual things to you that upset you or made you feel uncomfortable?

- 1) Never – **GO TO F3**
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F2. Did you report this unwanted sexual behaviour to a teacher or the principal?

- 1) YES
- 2) NO

F3. At your school has someone ever touched or grabbed you in a sexual way when you did not want to be touched ?

- 1) Never – **GO TO F5**
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F4. Did you report this unwanted sexual touching to a teacher or the principal?

- 1) YES
- 2) NO

F5. At your school has someone ever sexually assaulted you? Has someone ever forced you to have sex at school against your will?

- 1) Never – **GO TO F7**
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F6. Did you report this sexual assault to a teacher, the principal or to the police?

- 1) YES
- 2) NO

F7. Do you know of any other students who have been sexually assaulted at your school in the past two years? We are only asking about sexual assaults that took place at your school or on school property.

- 1) NO – I don't know any students who have been sexually assaulted
- 2) I know one student who was sexually assaulted
- 3) I know two students who were sexually assaulted
- 4) I know three students who were sexually assaulted
- 5) I know more than three students who were sexually assaulted
- 6) Don't know

F8. Now I want you to think of things that may have happened outside of school over the past two years. Has someone ever sexually assaulted you outside of school? Outside of school has someone ever forced you to have sex against your will?

- 1) Never – **GO TO F10**
- 2) Once
- 3) Twice
- 4) Three times
- 5) More than three times
- 6) Don't know

F9. Did you report this sexual assault to your parents or the police?

- 1) YES
- 2) NO

F10. Do you know of any other students who have been sexually assaulted outside of school in the past two years?

- 1) NO – I don't know any students who have been sexually assaulted
- 2) I know one student who was sexually assaulted
- 3) I know two students who were sexually assaulted
- 4) I know three students who were sexually assaulted
- 5) I know more than three students who were sexually assaulted
- 6) Don't know

PART G: Witnessing Crimes

G1. Now I want to talk to you about crimes that you may have seen at some time in your life. Have you ever witnessed a gun battle or a shooting? For example, have you ever witnessed an incident in which one person or group of persons was shooting at another person or group of people? Would you say:

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to G5</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

G2. When was the last time that you witnessed a shooting or gun battle?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

G3. Think about the last time you witnessed a shooting or gun battle. Did you talk to the police about this crime?

- 1) YES – *go to G5*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

G4. Why didn't you talk to the police about this crime? Is there any other reason?

INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other _____ |
| 88) Can't remember | 99) Refused |

G5. Have you ever witnessed a serious attack or beating in which another person was badly hurt? Would you say:

- | | |
|----------------------------|-----------------------|
| 0) Never – <i>go to H1</i> | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

G6. When was the last time that you witnessed a serious beating or attack?

- 1) In the past year
- 2) Within the past two years
- 3) Within the past 5 years
- 4) More than 5 years ago
- 88) Don't know – cannot remember
- 99) Refused

G7. Think about the last time you witnessed a serious beating or attack. Did you talk to the police about this crime?

- 1) YES – *go to H1*
- 2) NO
- 88) Don't know/Can't remember
- 99) Refused

G8. Why didn't you talk to the police about this crime? Is there any other reason?

INTERVIEWER: CIRCLE ALL THAT APPLY.

- | | |
|--|--|
| 1) Many other witnesses (was not needed) | 2) Police witnessed the crime |
| 3) Offender was caught | 4) Afraid of the offenders |
| 5) None of my business | 6) Afraid of the police |
| 7) Police can't protect me | 8) Don't trust the police |
| 9) Don't want to be a snitch | 10) It would not help |
| 11) To protect the offenders | 12) Might get into trouble with police |
| 13) Might get into trouble with family | 14) Would hurt my reputation |
| 12) Don't want to go to court | 15) Other _____ |
| 88) Can't remember | 99) Refused |

PART H: Improving School Safety and Discipline

H1. Some people think that putting television cameras in the halls and in the classrooms will make schools safer? Do you think putting television cameras in schools is a good idea or bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

H2. Some people think that increasing the number of security people in schools will increase safety. Do you think increasing the number of security people in schools is a good idea or bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

H3. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea.

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

- H4. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want.**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know
- H5. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know
- H6. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?**
- a) A very good idea
 - b) A good idea
 - c) A bad idea
 - d) A very bad idea
 - e) Don't know

H7. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Students from my racial group are more likely to be unfairly suspended or expelled from school than students from other racial groups.	1	2	3	4	5
b) Teachers treat all students the same.	1	2	3	4	5
c) Discrimination makes it difficult for students from my racial background to get good grades at school.	1	2	3	4	5
d) Students from my racial group are more likely to get unfairly stopped and questioned by the police than students from other racial groups.	1	2	3	4	5
e) Discrimination makes it difficult for people from my racial group to get a good job.	1	2	3	4	5
f) Everyone in Canada has an equal chance of getting a good education.	1	2	3	4	5
g) I will eventually get a good education and a good job.	1	2	3	4	5
h) Rich kids have a better chance in Canada than poor kids.	1	2	3	4	5
i) The school is more likely to call the police on racial minority students than white students.	1	2	3	4	5
j) Teachers at my school work hard to help students become successful	1	2	3	4	5

H8. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

H9. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

H10. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H11. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H12. Should students be punished for stealing other peoples' money or property at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H13. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

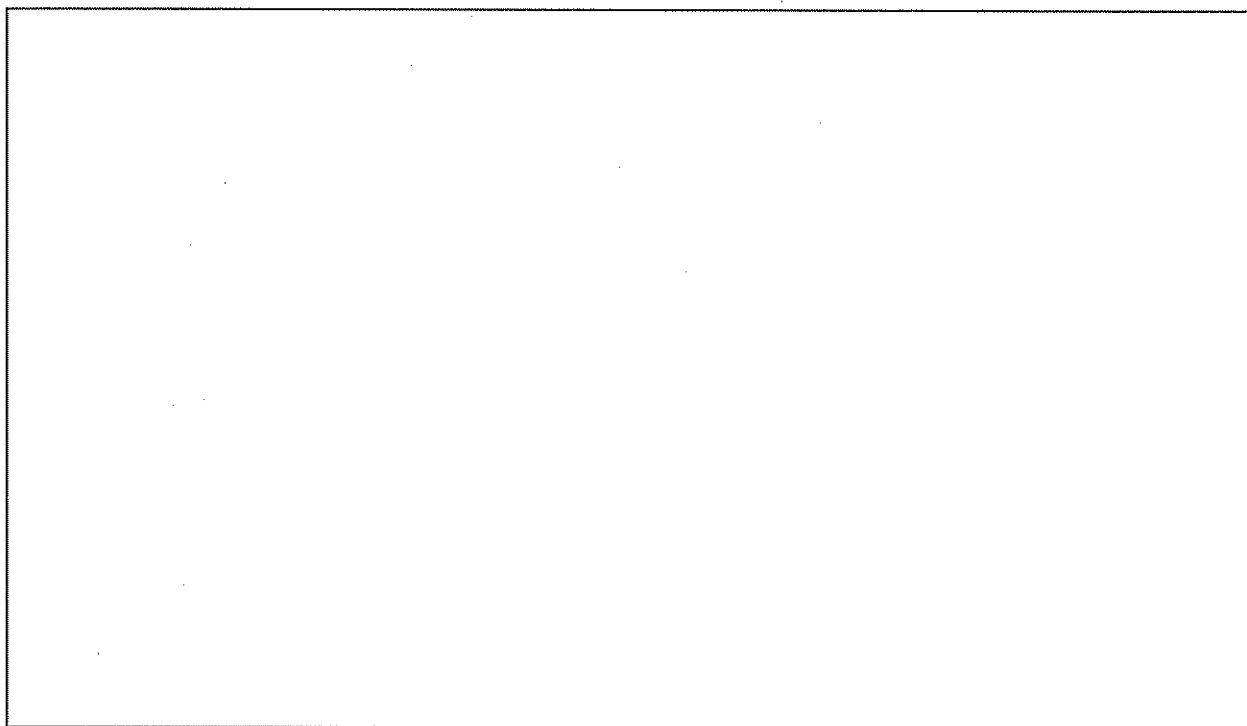
H14. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

H15. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

H16. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:



H17. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

H18. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea:

- a) A very good idea
- b) A good idea
- c) A bad idea
- d) A very bad idea
- e) Don't know

PART I: Gangs at School

11. Finally, I would like to ask you a few questions about gang activity in your area. Have you ever been the member of a gang?

- 1) No – I have never been in a gang
- 2) Yes – I used to be in a gang but I'm not in a gang now
- 3) Yes – I am currently in a gang

I2. Do you have any friends who are in a gang?

- 1) I don't know any gang members
- 2) I know one or two gang members
- 3) I know several gang members
- 4) I know many gang members
- 5) I'm not sure if any of the people I know are gang members

13. Are there any gang members who go to your school?

- 1) No – there are no gang members at my school
- 2) Yes – there are a few gang members at my school
- 3) Yes – there are many gang members at my school
- 4) I don't know if there are gang members at my school

I4. What are the names of the gangs that are at your school?

--

15. We have now come to the end of the questionnaire. Do you have any other comments to make about your school? Do you have any ideas about what your school needs to make it better for the students? Please list your ideas in the space below.

**THANK YOU FOR YOUR PARTICIPATION
IN THIS STUDY!!**

APPENDIX N

Westview Centennial Secondary School **STAFF SURVEY**

Dear Staff Member

As you may know, as a result of the recent shooting at C.W. Jeffreys, the Toronto District School Board has hired a group of outside experts to study issues of school safety. As part of this study, the research team would like to hear about the opinions and experiences of *all* personnel at your school – including teachers and administrative staff. That is why we are asking you to fill out this questionnaire. Filling out this questionnaire will give you a chance to tell us about your perceptions and experiences. The survey will also give you the opportunity to make recommendations about how to improve school safety and the general quality of education at Westview.

This questionnaire is not a test. There are no right or wrong answers. We just want to hear about your true feelings and experiences. The survey is completely private and confidential. *Do not* put your name on the questionnaire. We do not need to know your name. We want to ensure that your responses remain anonymous.

Please answer all the questions as honestly as possible. If you are not honest we will not know how you are really feeling and the programs, solutions or improvements we recommend will not reflect your opinions and concerns.

Please note that your questionnaire package includes a stamped envelope with a return address. When you are finished filling out your questionnaire please put it in this envelope and seal it. Please drop the envelope in the mail or leave it at your school's office for pick-up by the research team. Again – please do not put your name on the envelope. We stress that nobody at your school will ever read your individual answers. Only the outside researchers will get a chance to look at your answers. Finally, your name will never appear on any of the reports that stem from this project. The anonymity of individual respondents will be protected at all times.

PART A: Background Information

To start with, we are going to ask you a few questions about your personal background. We need this information to see if different types of staff have different types of opinions or experiences.

A1. Are you male or female? Please circle the right answer.

- 1) Male 2) Female

A2. How old were you on your last birthday?

- 1) Less than 20 years of age
2) 20-29 years
3) 30-39 years
4) 40-49 years
5) 50-59 years
6) 60 years or older

A3. What is your position or job at Westview

- 1) Principle or vice-principle
2) Teacher
3) Support staff
4) Other (please specify) _____

A4. How long have you worked in the field of education?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A5. How long have you worked for the Toronto District School Board?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A6. How long have you worked at Westview?

- | | |
|----------------------------|------------------------------|
| 1) Less than 2 years | 5) Between 15 and 20 years |
| 2) Between 2 and 5 years | 6) Between 20 and 25 years |
| 3) Between 5 and 10 years | 7) 25 years or more |
| 4) Between 10 and 15 years | 8) Don't know/Can't remember |

A7. I want you to think about the type of neighbourhood or community that you currently live in? Would you say that you live in:

- 1) A very poor community
- 2) A poor community
- 3) An average or middle-class community
- 4) An above average or upper-class community
- 5) A wealthy community
- 6) I don't know

A8. What is crime like in your neighbourhood or community? Would you say that you currently live in a community with no crime or a community with a lot of crime?

- 1) I live in a community with no crime
- 2) I live in a community with only a little bit of crime
- 3) I live in a community with an average or normal amount of crime
- 4) I live in a community with a lot of crime
- 5) I don't know

A9. How often would do you hear guns shooting in the neighbourhood that you live? Would you say:

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

A10. In your opinion, are gangs a problem in your community? Would you say:

- | | |
|-----------------------|-------------------------|
| 1) A very big problem | 4) A small problem |
| 2) A big problem | 5) Not a problem at all |
| 3) A problem | 6) Don't know |

A11. I would like you to compare your neighbourhood with the neighbourhood around Westview. In your opinion, would you say that your neighbourhood:

- 1) Has much more crime than the neighbourhood around Westview
- 2) Has somewhat more crime than the neighbourhood around Westview
- 3) Has about the same amount of crime as the neighbourhood around Westview
- 4) Has somewhat less crime than the neighbourhood around Westview
- 5) Has a lot less crime than the neighbourhood around Westview
- 6) Don't know

A12. In your opinion, would you say that your neighbourhood:

- 1) Is much richer than the neighbourhood around Westview
- 2) Is somewhat richer than the neighbourhood around Westview
- 3) Is about the same social class as the neighbourhood around Westview
- 4) Is somewhat poorer than the neighbourhood around Westview
- 5) Is a lot poorer than the neighbourhood around Westview
- 6) Don't know

A13. Is your neighbourhood as ethnically diverse as the neighbourhood around Westview. Would you say that your neighbourhood:

- 1) Is much more diverse than the neighbourhood around Westview
- 2) Is somewhat more diverse than the neighbourhood around Westview
- 3) Is just as diverse as the neighbourhood around Westview
- 4) Is somewhat less diverse than the neighbourhood around Westview
- 5) Is a lot less diverse than the neighbourhood around Westview
- 6) Don't know

A14. How far do you live from Westview Centennial? How far is your neighbourhood from the school? Would you say:

- | | |
|---------------------------------|---------------------------------|
| 1) Less than one kilometre | 5) Between 20 and 30 kilometres |
| 2) Between 1 and 5 kilometres | 6) Between 30 and 40 kilometres |
| 3) Between 5 and 10 kilometres | 7) Between 40 and 50 kilometres |
| 4) Between 10 and 20 kilometres | 8) 50 kilometres or more |
| | 9) Don't know |

A15. Would you ever consider living in the neighbourhood around Westview Centennial?

- 1) Yes – I would like to live in this neighbourhood
- 2) Maybe – I might consider living in this neighbourhood
- 3) No – I do not want to live in this neighbourhood

PART B: Problems at School

B1. Below we have listed a number of problems that sometimes take place at high schools in Canada. In your opinion, are these things a problem at Westview or not? Please circle your answer?

TYPES OF PROBLEMS	A Very Serious Problem	A Serious Problem	A Small Problem	Not a Problem at all	Don't Know
a) Youth gangs.	1	2	3	4	5
b) Students who use illegal drugs at school.	1	2	3	4	5
c) Teachers who punish students for no good reason.	1	2	3	4	5
d) Teachers who do not care about the students.	1	2	3	4	5
e) Teachers who mark too hard.	1	2	3	4	5
f) Students who talk back to teachers.	1	2	3	4	5
g) Students who steal things from other students.	1	2	3	4	5
h) Students who pick-on or bully other students.	1	2	3	4	5
i) Fighting between students.	1	2	3	4	5
j) Students who bring weapons – like knives or guns – to school.	1	2	3	4	5
k) Racial discrimination by teachers against students.	1	2	3	4	5
l) Teachers who do not listen to what the students have to say.	1	2	3	4	5
m) Students who gossip and spread rumours about others.	1	2	3	4	5
n) Racial or ethnic tensions between students	1	2	3	4	5
o) Students who try to sell drugs to other students.	1	2	3	4	5

B2. Please tell us if you agree or disagree with the following statements about Westview:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Media coverage of Jordan Manners' death has unfairly damaged the reputation of students from the Jane-Finch community.	1	2	3	4	5
b) There are many students at this school who do not respect their teachers.	1	2	3	4	5
c) In general, teachers at this school treat all students fairly.	1	2	3	4	5
d) Media coverage of Jordan Manners' death has unfairly damaged the reputation of teachers who work at schools in the Jane-Finch community.	1	2	3	4	5
e) Some teachers do not know how to talk to their students.	1	2	3	4	5
f) There are some teachers at Westview who do not respect their students.	1	2	3	4	5
g) I am sometimes afraid for my safety when I come to work at this school.	1	2	3	4	5
h) Many students at this school refuse to obey their teachers.	1	2	3	4	5
i) The behaviour of students at this school has gotten worse over the past two years.	1	2	3	4	5
j) Most of the students and teachers at this school get along fine.	1	2	3	4	5
k) In general, I enjoy working at Westview	1	2	3	4	5

B3. In your opinion, how often do students get into fights at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B4. In your opinion, how often do students get picked on or bullied at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B5. In your opinion, how often do students bring weapons to school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B6. In your opinion, how often do students sell drugs at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B7. In your opinion, how often do students hang out in the halls and make noise when classes are on?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B8. In your opinion, how often do students talk back or act rudely towards the teachers at your school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B9. In your opinion, how often do teachers treat students unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B10. In your opinion, how often are students punished unfairly at this school?

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

B11. Are there any other problems at your school that you have not told us about? If there are other problems please tell us about them. Write your answer in the box below.

PART C: Personal Safety

C1. As you know, last May a student named Jordan Manners was shot and killed at another high school in this neighbourhood. I want you to think about the way things were at Westview Centennial before Jordan Manners was shot. How safe did you feel at this school before the shooting took place? Did you feel:

- 1) Very safe
- 2) Fairly Safe
- 3) Unsafe
- 4) Very unsafe
- 5) Don't know

C2. How safe did you feel at this school right after Jordan Manners was shot?

- 1) Very safe
- 2) Fairly Safe
- 3) Unsafe
- 4) Very unsafe
- 5) Don't know

C3. How safe do you feel at your school now? How safe do you feel now that a new school year has started?

- 1) Very safe
- 2) Fairly Safe
- 3) Unsafe
- 4) Very unsafe
- 5) Don't Know

C4. In general, would you say that Westview Centennial is a very safe school, a fairly safe school or do you think that the school is an unsafe place for teachers and students?

- 1) Westview is a very safe school
- 2) Westview is a fairly safe school
- 3) Westview is an unsafe school
- 4) Westview is a very unsafe school
- 5) Don't know

C5. I want you to think about other high schools that you know about. In general, do you think that Westview has less violence than other high schools in Toronto, more violence than other schools or do you think it is about the same as other schools.

- 1) Westview has less violence than other schools
- 2) Westview has more violence than other schools
- 3) Westview has about the same amount of violence as other schools
- 4) Don't know

C6. Now I want you to think about how safe you feel when you are doing things in your community or in other areas of Toronto. How safe would you feel if you engaged in the following activities?

How safe would you feel if you:	Very Safe	Safe	Unsafe	Very Unsafe	Don't Know/ Depends
a) Walked around your neighbourhood during the day?	1	2	3	4	5
b) Walked around your neighbourhood at night?	1	2	3	4	5
c) Walked around the neighbourhood surrounding Westview during the day?	1	2	3	4	5
d) Walked around the neighbourhood surrounding Westview during the night.	1	2	3	4	5
e) Took a bus or a subway during the day?	1	2	3	4	5
f) Took a bus or subway at night?	1	2	3	4	5
g) Went downtown?	1	2	3	4	5
h) Went to a shopping mall?	1	2	3	4	5
i) Went to visit a friend in another area of town?	1	2	3	4	5
j) Went to the movies with friends?	1	2	3	4	5
k) Went to a party at someone's home?	1	2	3	4	5
l) Went to a nightclub or a bar?	1	2	3	4	5

C7. Do you ever feel afraid or unsafe when you are coming to work at Westview in the morning or leaving school at the end of the day? Would you say:

- | | |
|------------------------|--------------------------|
| 1) Never | 6) About once a week |
| 2) Almost never | 7) More than once a week |
| 3) A few times a year | 8) Almost every day |
| 4) About once a month | 9) Don't know |
| 5) A few times a month | |

C8. Sometimes people worry about becoming the victim of a crime. Can you please tell us if you are ever worried about becoming the victim of the following crimes? Do you ever worry about:

Do you ever worry about:	Never	Almost Never	Sometimes	Often	All the Time
a) Street gangs that may be hanging out at your school?	1	2	3	4	5
b) Street gangs that may be hanging out in the community surrounding the school?	1	2	3	4	5
c) Street gangs that may be hanging out in your neighbourhood?	1	2	3	4	5
d) Being attacked or beat up by a student?	1	2	3	4	5
e) Being attacked or beat up by someone from outside the school?	1	2	3	4	5
f) Being robbed by a student at the school?	1	2	3	4	5
g) Being robbed by someone from outside of school?	1	2	3	4	5
h) Having something stolen from you at school?	1	2	3	4	5
i) Being shot at or attacked with a weapon at school?	1	2	3	4	5
j) Being shot at or attacked with a weapon outside of school?	1	2	3	4	5
k) Having something stolen from you outside of school?	1	2	3	4	5
l) Being sexually assaulted or molested when you are at school?	1	2	3	4	5
m) Being sexually assaulted or molested outside of school?	1	2	3	4	5

- C9. Are there any school activities or places around the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.**

- C10. Are there any places or activities outside of the school that you avoid because you are afraid for your safety? Please write your answer in the box provided below.**

PART D: Personal Victimization

D1. We now want you to think about things that have happened to you AT SCHOOL over the past TWO YEARS. How many times over the past two years have the following things happened to you when you were at school or on school property.

TYPES OF VICTIMIZATION IN THE PAST TWO YEARS		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has a student at your school stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has a student at your school stolen money or things from you worth more than \$50.00?	1	2	3	4
c)	How many times have students at your school damaged your property or possessions?	1	2	3	4
d)	How many times has a student at your school threatened you?	1	2	3	4
e)	How many times has a student at your school threatened you with a weapon?	1	2	3	4
f)	How many times has a student at your school punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has a student talked back to you in class or in the hall?	1	2	3	4
h)	How many times has a student at your school attacked you with a weapon?	1	2	3	4
i)	How many times has a student accused you of punishing them unfairly?	1	2	3	4
j)	How many times has a student accused you of giving them an unfair grade?	1	2	3	4
k)	How many times has a student at your school sexually harassed you or made inappropriate sexual comments?	1	2	3	4
l)	How many times has a student at your school called you names or teased you in a way that bothered you or hurt your feelings?	1	2	3	4

D2. Now we want you to think about things that have happened to you over the past TWO YEARS when you were not at school. These are things that happened to you in the outside community. How many times over the past two years have the following things happened to you when you were not at school.

TYPES OF VICTIMIZATION		Never	Once	Between 2 and 5 Times	More than 5 times
a)	How many times has someone stolen money or things from you worth less than \$50.00?	1	2	3	4
b)	How many times has someone stolen money or things from you worth more than \$50.00?	1	2	3	4
c)	How many times has someone deliberately damaged your property, clothes or possessions?	1	2	3	4
d)	How many times has someone threatened to hurt you or injure you?	1	2	3	4
e)	How many times has someone threatened you with a weapon like a knife or a gun?	1	2	3	4
f)	How many times has someone punched you, slapped you or kicked you?	1	2	3	4
g)	How many times has someone pointed a gun at you or tried to shoot you?	1	2	3	4
h)	How many times has someone taken money or things from you by threatening you or by using force?	1	2	3	4
i)	How many times has someone attacked you with a weapon like a knife or a bat?	1	2	3	4
j)	How many times has someone forced you or tried to force you to have sex when you did not want to?	1	2	3	4
k)	How many times has someone called you names or teased you in a way that it bothered you or hurt your feelings?	1	2	3	4

D3. Please think about the worst thing that has ever happened to you that might be considered a crime or an act of violence. We are talking about such things as being threatened, punched, kicked or attacked by someone with a weapon. We are also talking about having things stolen from you or being sexually assaulted. What is the worst thing that ever happened to you that might be considered a crime? Please write your answer in the box below.

If nothing bad has ever happened to you please go to the next section (SECTION E)

D4. When did this happen?

- | | |
|--------------------------------|-----------------------------|
| 1) Within the past year | 5) Five years ago |
| 2) Within the past two years | 6) More than five years ago |
| 3) Within the past three years | 7) Can't remember |
| 4) Within the past four years | |

D5. Where did this incident happen?

- 1) At school
- 2) In the area around my school
- 3) In the area that I live
- 4) At home
- 5) At someone else's home
- 6) At a party, dance or club
- 7) At a park
- 8) At a Mall
- 9) On the street in another area of Toronto
- 10) At another school
- 11) Other (specify) _____

D6. Who did this to you? Who was the offender (or the offenders)?

- 1) A stranger (someone you did not know)
- 2) Someone you had seen before but did not know very well
- 3) A friend
- 4) A student at your school
- 5) A staff member at your school
- 5) One of your parents
- 6) A sister or brother
- 7) Another relative
- 8) Someone you were dating (a boyfriend or girlfriend)
- 9) Other (specify) _____

D7. Did you ever talk to the police about what happened to you?

- 1) YES – *go to the next section*
- 2) NO – *please answer question D8*

D8. People may have a number of different reasons for not talking to the police. Why did you decide not to talk to the police about what happened to you? What were your reasons for not talking? Please circle or check all the reasons that apply:

Reasons for Not Talking to the Police	YES	NO
a) The matter was too trivial. It was not that bad.	1	2
b) Because the police would not do anything. It is a waste of time.	1	2
c) Because the police would not believe me or take me seriously.	1	2
d) Because my parents might stop me from going out in the future.	1	2
e) Because I could have gotten into trouble with the police.	1	2
f) Because I was afraid of the people who did this to me.	1	2
g) Because the police could not protect me.	1	2
h) Because I don't like the police. I don't trust the police.	1	2
i) Because I wanted to get my own revenge.	1	2
j) Because I can take care of myself.	1	2
k) Because I don't want people to think I'm a snitch or a rat.	1	2
l) Because I did not want the offenders to get into trouble.	1	2

PART E: Witnessing Crime and Disorder

E1. Now we want to ask you about incidents of crime or disorder that you may have witnessed at Westview Centennial over the past two years. During the past two years, have you ever seen a student carrying a gun at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E2. During the past two years, have you ever witnessed a student with another type of weapon – like a knife or a bat -- at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E3. During the past two years, have you ever witnessed a student threaten a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E4. During the past two years, have you ever witnessed a student threaten another student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E5. During the past two years, have you ever witnessed a fight between students at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E6. During the past two years, have you ever witnessed a student swearing at or insulting a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E7. During the past two years, have you ever witnessed a student talking back to a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E8. During the past two years, have you ever witnessed students who were drunk, intoxicated or high at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E9. During the past two years, have you ever witnessed a student trying to steal something at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E10. During the past two years, have you ever witnessed a student selling illegal drugs at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E11. During the past two years, have you ever witnessed a student sexually harass a teacher or other staff member at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

E12. During the past two years, have you ever witnessed a student sexually harass another student at this school?

- | | |
|---------------------|-----------------------|
| 0) Never | 1) Once |
| 2) Twice | 3) Three times |
| 4) Four times | 5) Five to nine times |
| 6) 10 or more times | 99) Refused |

**E13. Are there any other types of crime or disorder that you have witnessed at this school?
Please write these reasons in the box provided below.**

PART F: Improving School Safety and Discipline

F1. Some people think that putting security cameras in the halls will make schools safer? Do you think putting television cameras in the halls is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F2. Some people think that putting security cameras in the classroom will make schools safer? Do you think putting television cameras in the halls is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F3. Some people think that increasing the number of hall monitors in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F4. Some people think that increasing the number of trained security guards in schools will increase safety. Do you think increasing the number of hall monitors in schools is a good idea or bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F5. Some people think that all students and teachers should have to go through a metal detector when they come to school. This might prevent weapons like guns and knives from getting into the school. Do you think having metal detectors in schools is a good idea or a bad idea.

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F6. Some people think that school officials should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want.

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F7. Some people think that the police should be able to look into students' lockers for drugs and guns whenever they want. This might help prevent crime. Do you think it is a good idea or a bad idea to give the police permission to search student lockers whenever they want.

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F8. Some people think that all students should have to wear identification badges with their name and photo when they are in school. This will help keep outsiders from coming into the school and causing trouble. Do you think identification badges are a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F9. Some people think that there should only be one way in or out of a school. All other doors should be locked. This might prevent outsiders from coming into the school and causing trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F10. Some people think that there should be more police patrols on school property. Do you think increasing the number of police patrols in your school is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F11. In general, do you think that school safety at Westview has increased or decreased over the past two years?

- 1) School safety has decreased a great deal
- 2) School safety has decreased a little
- 3) School safety is about the same as it was two years ago
- 4) School safety has increased a little
- 5) School safety has increased a lot
- 8) Don't know

F12. In general, do you think that student behaviour at Westview has improved over the past two years or do you think it has gotten worse?

- 1) Student behaviour has improved a lot
- 2) Student behaviour has improved a little
- 3) Student behaviour is about the same as it was two years ago
- 4) Student behaviour has gotten worse
- 5) Student behaviour has gotten a lot worse
- 8) Don't know

- F13. If you think that school safety at Westview has decreased over the past two years, please tell us why you think it has gotten worse. If you think school safety has improved, please tell us why you think it has improved. Please write your answer in the box below.**

- F14. If you think that student behaviour at Westview has worsened over the past two years, please tell us why you think it has gotten worse. If you think student behaviour has improved, please tell us why you think it has improved. Please write your answer in the box below.**

F15. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) To increase order at Westview we need to suspend more students.	1	2	3	4	5
b) To increase order at Westview we need to expel more students.	1	2	3	4	5
c) To increase order at Westview we need to call the police more often to deal with unruly students.	1	2	3	4	5
d) I am sometimes afraid of being called a racist by the students at this school.	1	2	3	4	5
e) Parents need to take more responsibility for how their children act in school.	1	2	3	4	5
f) Noise from students in the halls often makes it difficult for me to teach.	1	2	3	4	5
g) The administration at this school always supports teachers who try to punish badly behaved students.	1	2	3	4	5
h) Students at this school know they can get away with bad behaviour.	1	2	3	4	5
i) Students often talk back to me in class.	1	2	3	4	5
j) I am afraid of some of the students who go to this school.	1	2	3	4	5
k) Discipline at Westview has become too lenient over the past few years.	1	2	3	4	5

F16. Should students be punished for talking back to teachers? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F17. Should students be punished for wearing a hat in school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) They should be given another type of punishment (specify) _____
-

F18. Should students be punished for selling drugs at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F19. Should students be punished for bringing weapons to school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

**F20. Should students be punished for stealing other peoples' money or property at school?
Please circle all that apply:**

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F21. Should students be punished for fighting at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F22. Should students be punished for calling other students names at school? Please circle all that apply:

- 1) No – they should not be punished at all
 - 2) They should be suspended
 - 3) They should be expelled
 - 4) They should be given a detention
 - 5) The school should call their parents
 - 6) They should have to talk to a counsellor
 - 7) The school should call the police
 - 8) They should be given another type of punishment (specify) _____
-

F23. In your opinion, should students be allowed to wear hats in school?

- 1) No – they should never be allowed to wear hats
- 2) They should be able to wear hats at all times
- 3) They should be able to wear hats in the halls but not in the classroom
- 4) Don't know

F24. Some people think that schools should provide more help and counselling for those students who keep getting into trouble. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F25. Some people think that schools can help reduce youth crime by providing more after-school programs (sports programs, music programs, art programs, etc.). Do you think this is a good idea or a bad idea:

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 4) Would make no difference
- 5) Don't know

F26. Some people think that schools should develop programs to make parents more involved in their children's education. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F27. Some people think that Westview should hire more racial minority teachers. Do you think this is a good idea or a bad idea?

- 1) A very good idea
- 2) A good idea
- 3) A bad idea
- 4) A very bad idea
- 5) Would make no difference
- 6) Don't know

F28. Do you have any other ideas about how to make your school a safer place? Please write your answer in the box below:

F29. Please tell us if you agree or disagree with the following statements:

Do you Agree or Disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
a) Incidents like the Jordan Manners shooting could happen at any school.	1	2	3	4	5
b) In general, Westview is a very safe school.	1	2	3	4	5
c) I am worried that other shootings will happen again at this school.	1	2	3	4	5
d) Most of the students at Westview are well behaved.	1	2	3	4	5
e) Westview needs more racial minority teachers.	1	2	3	4	5
f) I enjoy working with the students at Westview.	1	2	3	4	5
g) Most of the problems at this school are caused by the poverty in the surrounding neighbourhood.	1	2	3	4	5
h) The school system can not really help the poor students who live in this area?	1	2	3	4	5
i) Most of the students at this school will go to university.	1	2	3	4	5
j) Many of the students at this school will eventually get a criminal record.	1	2	3	4	5
k) Many of the students who go to this school will have trouble getting a good job.					
l) The safety problems at Westview have been exaggerated.	1	2	3	4	5

F30. In your opinion, what proportion of the students currently attending Westview will complete university?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F31. In your opinion, what proportion of the students currently attending Westview are well-behaved at school?

- 1) Less than 10%
- 2) Between 10% and 25%
- 3) Between 25% and 50%
- 4) Between 50% and 75%
- 5) Between 75% and 90%
- 6) 90% or more

F32. How happy are you with your job at Westview? Would you say:

- 1) Very happy
- 2) Happy
- 3) Somewhat happy
- 4) Somewhat unhappy
- 5) Unhappy
- 6) Very Unhappy
- 7) Refused

F33. How satisfied are you with the administration at Westview? How satisfied are you with the way the school is being run. Would you say:

- 1) Very Satisfied
- 2) Satisfied
- 3) Somewhat satisfied
- 4) Somewhat dissatisfied
- 5) Dissatisfied
- 6) Very dissatisfied
- 7) Refused

F34. Sometimes Canadian teachers have had concerns about violent or potentially violent student behaviour. Would you feel comfortable reporting concerns about a violent or potentially violent student to the administrators at your school?

- 1) I would feel very comfortable reporting such a student to the administrators at Westview
- 2) I would feel comfortable
- 3) I would feel somewhat uncomfortable
- 4) I would feel very uncomfortable
- 5) It depends
- 6) I don't know how I would feel

F35. Sometimes teachers have expressed concerns about general school safety. Would you feel comfortable expressing concerns about school safety to the administrators at your school?

- 1) I would feel very comfortable
- 2) I would feel comfortable
- 3) I would feel somewhat uncomfortable
- 4) I would feel very uncomfortable
- 5) It depends
- 6) I don't know how I would feel

F36. Do you agree or disagree with the following statement: "Complaining to school administrators about unsafe conditions at school could hurt or damage my teaching career."

- 1) Strongly disagree
- 2) Agree
- 3) Neither Agree nor Disagree
- 4) Agree
- 5) Strongly Agree
- 6) Don't Know

F37. Do you agree or disagree with the following statement: "Complaining to school administrators about unsafe conditions at school could hurt or damage my reputation."

- 1) Strongly disagree
- 2) Agree
- 3) Neither Agree nor Disagree
- 4) Agree
- 5) Strongly Agree
- 6) Don't Know

F38. Do you agree or disagree with the following statement: "Complaining to School Board officials about a Principal or Vice-Principal could damage my career."

- 1) Strongly disagree
- 2) Agree
- 3) Neither Agree nor Disagree
- 4) Agree
- 5) Strongly Agree
- 6) Don't Know

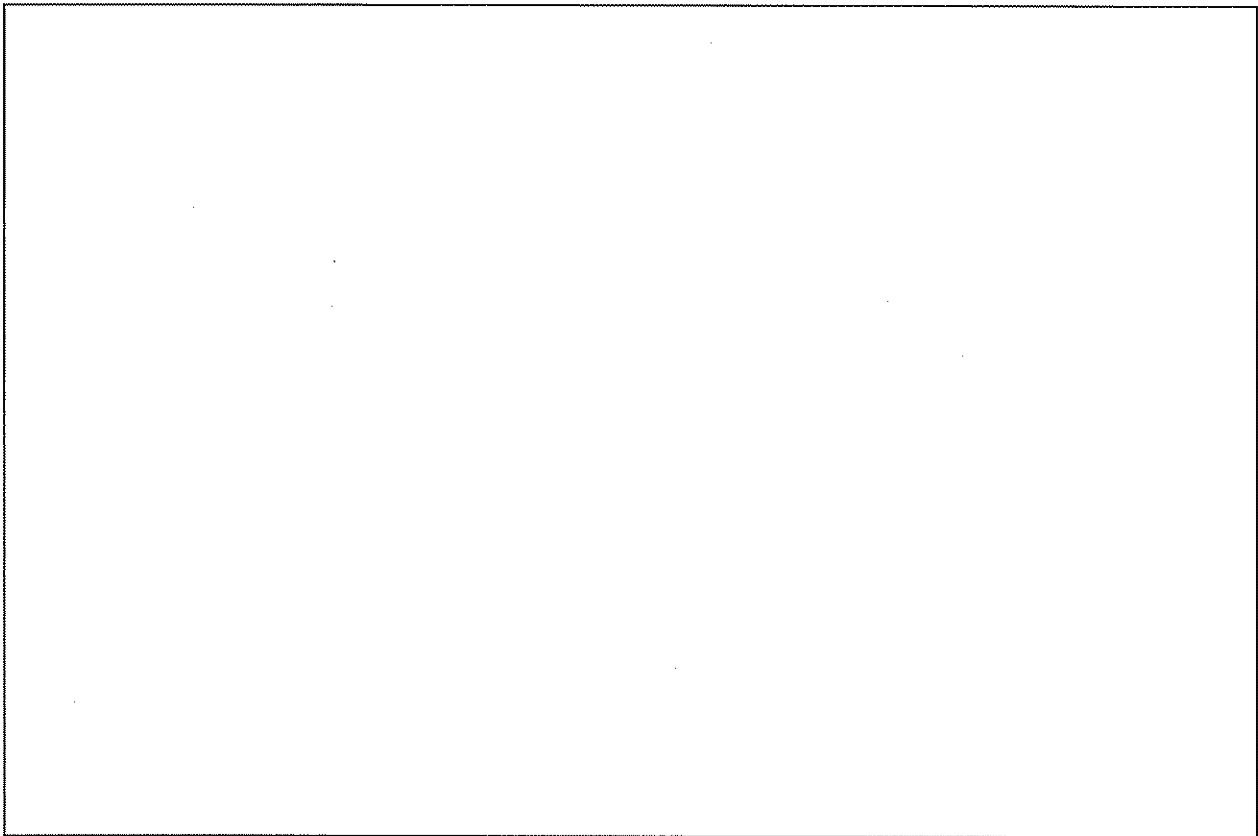
F39. If you thought the administration at your school was not doing a good job at keeping students and teachers safe would you complain to the Principal or Vice-Principal? Why or why not?

F40. If you thought the administration at your school was not doing a good job at keeping students safe would you complain to other School Board officials? Why or why not?

F41. During our consultations, we have been told that some teachers are afraid to complain about school safety conditions? Do you think this statement is true or untrue?

- 1) Very True
- 2) True
- 3) Not True
- 4) Not True at All
- 5) It Depends
- 6) Don't Know

F42. Why do you think some teachers might be afraid to complain about unsafe school conditions? Why do you think they might be nervous about talking to school administrators or School Board officials about their concerns?

A large, empty rectangular box with a thin black border, intended for the respondent to write their answers to question F42.

F43. People are often described as belonging to a particular racial group. What racial group do you feel that you belong to?

- 1) Black (African Canadian)
- 2) White (European)
- 3) Asian (Chinese, Japanese, Korean)
- 4) South-East Asian (Vietnamese, Laotian, Cambodian)
- 5) South Asian (Indian, Pakistani, Tamil, Sri Lankan)
- 6) West Asian (Arab, Persian, Middle-Eastern)
- 7) Aboriginal (Native, First Nations)
- 8) Mixed Race (specify) _____
- 9) Other (specify) _____
- 10) Refused

F44. We have now come to the end of the questionnaire. Do you have any other comments?

**THANK YOU FOR YOUR PARTICIPATION
IN THIS STUDY!!**

Terms of Settlement

THIS AGREEMENT ENTERED INTO THIS 10th Day of April 2007

ONTARIO HUMAN RIGHTS COMMISSION
(Hereinafter the "OHRC")

and

HER MAJESTY THE QUEEN IN RIGHT OF ONTARIO AS REPRESENTED BY THE
MINISTER OF EDUCATION
(Hereinafter the "Ministry")

WHEREAS on July 7, 2005, the OHRC initiated a complaint, number GKEA-6DUH6W, pursuant to subsection 32(2) of the *Human Rights Code* in the public interest and on behalf of racialized students and students with disabilities alleging that the application of the safe schools provisions of the *Education Act* and the Ministry's and school boards' policies on discipline are having a disproportionate impact on racial minority students and students with disabilities.

NOW THEREFORE, the Parties agree to settle these matters as follows:

I Statement of Agreed Principles

1. The Ministry acknowledges the widespread perception that the application of the current safe schools provisions of the *Education Act* and related regulations and policies can have a disproportionate impact on students from racialized communities and students with disabilities and can further exacerbate their already disadvantaged position in society.
2. The parties agree that there is no reference in the *Education Act* or in the related regulations or policies to the concept of zero tolerance nor should there be any language in the legislation, regulations or policies that suggests the concept of zero tolerance.
3. The parties agree that every student should reach the highest level of achievement that his or her ability and willingness to work hard will permit.
4. The parties agree that the safe schools provisions of the *Education Act* and related regulations and policies must be applied in a manner that complies with the Ontario Human Rights Code (the "Code").
5. The parties agree that the Code has primacy over all other provincial legislation (unless otherwise stated). It applies to all government ministries and school boards and covers education policies, practices and procedures.

II Review of the Safe Schools Provisions of the Education Act

6. The Ministry is committed to a comprehensive review of the safe schools provisions of the *Education Act*. As a first step, the Minister designated the Safe Schools Action Team to hold public consultations into this matter.
7. After having heard the OHRC's concerns about the composition of the Safe Schools Action Team, the Ministry of Education reviewed the composition of the Team and changed it to include representation from and full participation by persons from racialized and disability communities.
8. After having heard the OHRC's concerns about the contents of the Discussion Guide that was to be used during the consultation, the Ministry formulated additional questions for it that included reference to the Complaint and questions about the possible disproportionate impact of the safe schools provisions of the *Education Act*.

9. The Ministry agrees to remove the term "zero tolerance" from any Ministry documents in which it may appear.
10. Upon settlement of this Complaint, the Ministry agrees to communicate to boards that it wishes to propose amendments to the safe schools provisions of the Act and regulations. At that time, the Ministry will inform boards that

a. There is no reference to the concept of zero tolerance in the *Education Act*, regulations or related policies, nor should there be in any amendments to the *Education Act*, regulations or related policies, and;

b. Prior to suspending or expelling a student, principals and school boards should review and consider the mitigating factors set out in current regulations to see whether they apply;

c. The existing mitigating factors in the regulations are broad enough to include those listed in clause 11 and should be considered by principals when disciplining students;

d. The Ministry believes in the concept of progressive discipline in order to avoid suspensions and expulsions and encourages school boards to apply these strategies, including but not limited to: in-school detentions, peer mediation, restorative practice, referrals for consultation, and/or transfer;

e. The Ministry will direct school boards to begin implementing alternative education programs at the beginning of the 2007-08 school year for students who are expelled or on long-term suspensions (of more than five school days) so that they may continue their education;

f. The alternative education programs are to follow the Ontario curriculum guidelines and standards unless the student has an Individual Education Plan (IEP) that provides for something other than the regular curriculum;

g. The Ministry expects school boards to review their local school board/police protocols to ensure that they are consistent with the Provincial Model for a Local Police/ School Board Protocol. School boards will be directed to submit their protocols to the Ministry where they will be reviewed for consistency with the Provincial Model. The Ministry will report on this review to the Commission. The Ministry expects school boards to work cooperatively with their local police departments to ensure that, when the police are called to a school to investigate an incident, the protocol is followed and students and staff are treated with fairness and respect. In particular, the Ministry expects school boards to comply with the requirement in the Provincial Model that the school board/police protocols address police interviews of students at school; particularly in relation to contacting parents of students being interviewed;

h. If the *Education Act* is amended, school board staff will be provided with training as to the intent and application of the amendments.

11. Pending the Ministry's review of the safe schools provisions of the *Education Act*, but in any case no longer than 120 days from the signing of these Minutes of Settlement, the Minister of Education will request through the Cabinet's regulation process, amendments to Regulations 37/01 and 106/01, so that:

i. the following mitigating factors proposed by the OHRC are represented in the regulations:

a. whether racial or other harassment was a factor in the student's behaviour;

b. whether the principles of progressive discipline have first been attempted;

c. the impact of the suspension or expulsion on the student's continued education;

d. whether the imposition of suspension (or expulsion) would likely result in an aggravation or worsening of the student's behaviour or conduct;

e. the age of the student;

f. in the case of a student with a disability, whether the behaviour was a manifestation of the disability and whether appropriate accommodation, based on the principle of individualization,

had first been provided; and
g. the safety of other students.

ii. principals and school boards are required to consider the mitigating factors prior to suspending or expelling any student.

- 11.1 The Ministry will issue a Policy/Program Memorandum requiring principals and boards to consider the following prior to suspending or expelling a student with a disability:
- a. not suspending or expelling a student where the student's behaviour was directly caused by a disability;
 - b. the provision of alternative education where a student with a disability must be removed from the classroom for health, safety or other reasons;
 - c. the return of the student to the his/her regular classroom;
 - d. consultation with parents around the management of behaviour arising from a disability; and
 - e. the application of progressive discipline.
12. As part of the legislative review, the Ministry will consider including a requirement in the *Education Act* and/or regulations and associated policies that suspension and expulsion are to be used only after progressive discipline has been attempted. Strategies may include but are not limited to: in-school detentions, peer mediation, restorative practice, referrals for consultation, and/or transfer.
 13. If amendments to the safe schools provisions of the *Education Act* are passed by the Legislature, the Ministry will review its relevant policies to ensure that they are consistent with the amendments.
 14. At present, Policy and Program Memorandum (PPM) 119 (Development and Implementation of School Board Policies on Antiracism and Ethnocultural Equity), dated July 13, 1993 says, in part, that:
 - a. "equitable employment practices form an integral part of boards' antiracism and ethnocultural equity policies and practices" and further recognizes that "the workforce in the school board should reflect and be capable of understanding and responding to the experiences of Ontario's culturally and racially diverse population"; and
 - b. "...a high priority shall be assigned to broadening the curriculum to include diverse perspectives and to eliminating stereotyping."
 15. The Ministry of Education continues to support the principles of PPM 119. The Ministry agrees that any review and reissue of PPM 119 will not reflect a weakened or reduced commitment to the principles of anti-racism and ethnocultural equity. Any reissue of PPM 119 will, at a minimum, direct school board to review their safe schools and discipline policies to ensure that they are consistent with the Youth Criminal Justice Act (YCJA), the Code and any amendments to the *Education Act*.
 16. Any reissue of PPM 120 (School Board Policies on Violence Prevention in Schools) will also direct school boards to review their safe schools and discipline policies to ensure that they are consistent with the same legislation as that referred to in clause 15.
 17. Any PPMs issued for the first time or reissued will direct boards to apply their policies in a manner consistent with the legislation set out in clause 15. This would also apply in the case of the Ministry reviewing and revising or reissuing its Provincial Model for a Local Police/School Board Protocol.

III Monitoring for Disproportionate Impact (Data Collection)

18. The Ministry will examine its data collection and analysis capacity in order to improve its understanding of student behaviour and the supports available to students.
19. The parties agree that data collection will only ever be undertaken in accordance with freedom of information and protection of privacy legislation, the OHRC's *Guidelines for Collecting Data*

on Enumerated Grounds under the Code (September 2003), and other relevant legislation and that the data will only ever be used for legitimate purposes consistent with the Code, such as ameliorating disadvantage, removing systemic barriers, and promoting substantive equality for individuals and groups protected by the Code.

20. In response to the Commission's concerns, the Ministry made suspension and expulsion data available on its website for the first time this year. The data includes information for the years 2000-01, 2001-02, 2002-03, and 2003-04 and is also broken down by exceptionality. In addition to the data, the Ministry's website provides trend analysis.
21. The Ministry agrees to make suspension and expulsion data available (by Board) on its website on a regular basis.
22. The Ministry supports the efforts of school boards that are prepared to collect data on suspensions and expulsions for the purpose of determining the extent to which these forms of discipline may have an adverse impact on individuals protected under the Code. The Ministry will hire an independent, qualified researcher with expertise in the area of data collection and usage of data by race to work with these school boards to:
 - develop best practices and a common methodology to ensure that data is collected in accordance with the Commission's Guidelines for Collecting Data on Enumerated Grounds Under the Code;
 - ensure that data collected will be anonymized and will comply with freedom of information and privacy protection legislation;
 - ensure that parents, students and relevant communities have been and can be involved in the formulation of the identified best practices; and
 - evaluate the data collection projects at regular intervals and report to the Ministry the benefits, risks and lessons learned from it.
23. The researcher will be required to report to the Ministry every six months starting from the date of being hired until completion of the contract. The Ministry will provide copies of the researcher's reports to the OHRC as part of its reporting requirements as set out in clause 52.
24. Upon completion of the research contract the Ministry agrees to re-examine its existing position on race-based data collection.

IV ALTERNATIVE PROGRAMMING AND SUPPORTS

25. The Ministry has introduced strategies and initiatives designed to improve student achievement and the graduation rate. The \$1.3 Billion three-phase Student Success strategy includes the introduction of legislation to keep students learning until graduation or until the age of 18; lighthouse and pilot projects and other supports for disengaged, struggling and underachieving youth who are facing significant challenges in completing their diploma requirements. Students who are already expelled will also benefit from these initiatives. All students will benefit from bullying prevention initiatives that promote a safe environment for learning.
26. The existing Strict Discipline Programs (SDPs) are pilot projects and are being reviewed and assessed for the effectiveness of their outcomes. The Ministry will study what elements of the projects result in positive outcomes for students who have attended them.
27. The Ministry is committed to supporting and funding model projects in the 2006-07 school year that provide for alternative education programs for students who are expelled or who are on long term suspensions (i.e. more than five school days), or who are at risk of being suspended or expelled. These projects will focus on prevention, early identification, intervention and alternative programming. Priority in the selection of projects will be given to those that target the needs of racialized students and students with disabilities.
28. As part of its policy analysis of the strict discipline programs, and possible development of alternative education programs, the Ministry agrees that, within 180 days of the signing of these Minutes of Settlement, the Ministry will request Cabinet approval for the development of a policy regarding alternative education programs to address:
 - a. the availability of alternative programming;
 - b. the availability of other supports for students who are suspended or expelled;

- c. the imposition of limited expulsions;
- d. the availability of alternative programming outside of major urban centres;
- e. methods of monitoring the delivery and evaluating the success of alternative programming.

V CURRICULUM

- 29. The Ministry recognizes that students who are engaged and achieving are less likely to become involved in activities that lead to suspensions and expulsions.
 - 29.1 For greater clarity, a long-term suspension is any suspension of more than five school days.
- 30. The Ontario curriculum is designed to provide students with the knowledge and skills they will need to be successful when they leave school. The Ministry has revised 12 curriculum documents to include instructional strategies and resources that recognize and reflect the cultural diversity in the classroom and that suit individual strengths and needs critical to student success. For example, the Kindergarten Program (revised 2006) has specific direction for teachers regarding English Language Learners, Children with Special Education Needs and Antidiscrimination Education. In addition, the revised 2006 Business Studies, Grades 9 - 12, the revised 2006 Guidance and Career Education, Grades 9 - 12; the revised 2006 Mathematics, Grade 1-11; and, the revised 2006 Language, Grades 1 - 8 all have specific direction for teachers regarding English Language Learners, Planning Programs for Students with Special Education Needs and Antidiscrimination Education.
- 31. The Ministry
 - a. acknowledges the need to ensure educational institutions in Ontario adopt policies and practices to implement educational strategies and techniques that value diversity from within an anti-racism context. These must be consistent with PPM 119 and with the goals and objectives of the Ministry of Education (Literacy and Numeracy Secretariat).
 - b. Further to clause 30 of this agreement, the Ministry will invest in resources for teachers to inform them of strategies for the teaching of Black, aboriginal and other racialized students. Principals, guidance counsellors and teachers will be trained in anti-racism principles, consistent with the goals and objectives of PPM 119, in order to ensure student success in accordance with the abilities of the student.
 - c. The Ministry will highlight resources for teachers and guidance counsellors to help inform strategies for the teaching of racialized students and students with disabilities, to ensure the success of those with historic or current disadvantage.

VI TRAINING AND STAFFING

- 32. Bullying is a pervasive problem and frequently a precursor to other types of violent behaviour. The government determined that because many of the difficulties that young people experience at school start with incidents of bullying, the creation of a safe and secure school environment must start with bullying prevention.
- 33. The Literacy and Numeracy Secretariat of the Ministry of Education was created to improve literacy and close the achievement gap between high and low performers. The Secretariat has identified nine strategies, of which #6 is *mobiliz[ing] the system to provide equity in student outcome. The Secretariat will... Commission professional organizations and faculties of education to provide targeted professional development to support improvement of selected groups that continue to struggle, such as Aboriginal students, students in ESL, and special education programs and boys.*
- 34. The Ministry funded the three Principals' Associations to develop and deliver training materials on Bullying Prevention for principals and vice-principals. These materials were developed with the assistance of the Ministry. The principals' training materials specifically address bullying and school climate in the context of racism, homophobia, and students with special needs. The principals' training materials were provided to the Commission for its information.
- 35. The Ontario government has a comprehensive strategy to address the barriers facing

- internationally trained individuals seeking access to professions and trades in Ontario. On June 8, 2006, the government introduced Bill 124, the *Fair Access to Regulated Professions Act* and the bill received Royal Assent on December 20, 2006. This legislation requires Ontario's regulated professions to make sure their admissions processes are fair, open and clear, so that internationally trained individuals can work in their field more quickly. The legislation will apply to the Ontario College of Teachers, which is the body responsible for the accreditation of teacher education programs and for the certification of teachers.
36. The Ministry adheres to the Equal Opportunity Operating Policy in all recruitment and learning activities to ensure accessibility and full participation in all aspects of employment. As an equal opportunity employer, the Ministry is dedicated to a fair and equitable hiring process and is committed to eliminating barriers to employment.
 37. The Ministry supports the Ontario Public Service's Human Resources Plan (2005-08) in its goal of having a workforce that is representative of Ontario's population at all levels and follows:
 - Employment Accommodation for People with Disabilities Operating Policy
 - Equal Opportunity Operating Policy
 - Workplace Discrimination and Harassment Prevention (WDHP) Policy.
 38. The Ministry commits to communicating with the Ministry of Training, Colleges and Universities and the Ministry of Education/ education faculties' liaison committees to discuss the issues brought forward by the OHRC regarding their curricula and enrolment practices. In particular, the Ministry commits to proposing that post-secondary institutions that provide teacher training and certification actively promote, advertise and recruit teachers and teaching candidates from racialized communities and disabled persons and other under-represented groups of persons within Ontario.
 39. The Ministry will be monitoring the delivery of Bullying Prevention training to principals and vice-principals.
 40. Teachers will be provided with training on Bullying Prevention.
 41. Principals, vice-principals and teachers will be provided with training on any amendments made to the *Education Act* and regulations related to safe schools.
 42. Further,
 - a. Ministry will include anti-racism, anti-discrimination and cultural awareness training along with any training on amendments to the safe schools provisions of the *Education Act*, regulations and policies.
 - b. Principals and vice-principals will be provided with training on how to apply discipline in a non-discriminatory manner. Specifically, training will be provided on anti-racism, cross-cultural differences and accommodating students with disabilities. The Ministry will also direct boards to ensure that trustees responsible for expulsion hearings/suspension appeals receive equivalent training.
 43. The Ministry will be providing training to teachers and principals to improve decision making so that students have better access to programs and supports

VII COMMUNICATION WITH PARENTS AND STUDENTS

44. The Ministry recognises the important role played by parents in the education of their children and the important contribution parental involvement makes to the school community. As part of the Safe Schools Review, the Safe Schools Action Team heard that there must be early and ongoing communication between all school staff and parents on student progress and behaviour; it also heard that schools must work more closely with parents, particularly in regard to disciplinary decisions made about their children.
45. The Action Team report notes that ongoing communication between all school staff and parents on student progress and behaviour is important; and that information must be shared by local schools and school boards with parents, students and the school community about the safe schools provisions of the *Education Act*, the Ontario Code of Conduct and related board and school policies, processes and appeals.

46. The Ministry has created a Parental Engagement Office to coordinate various measures to involve parents more fully in their children's education. This Office is planning to launch a list of annotated web-links to provide parents with access to parenting resources on topics including bullying prevention, safe schools, student behaviour and health.
47. The Ministry is committed to enhancing parental involvement and has developed tools to that end. For example, it has advised boards to create school-based safe schools teams that are to include parent representation. The Ministry has made School Climate Surveys available on its website. One survey is directed at parents and two are for students (one from grades 4-6, and one from grades 7-12). These surveys provide types and examples of bullying, including racial/ethnic bullying. The Ministry has also developed a Bullying Prevention Pamphlet for parents distributed to all schools and posted on the Ministry website in September 2006.
48. The Ministry is supporting Kids Help Phone which provides a safe reporting mechanism for students who bully or who are bullied and access to confidential counselling 24 hours a day, seven days a week. In addition, CyberCops is a software program educating students about internet safety and cyber-bullying which has been distributed to 3,100 schools for use by students.

VIII. SYMPOSIUM

49. Following the passage of any amendments to the safe schools provisions of the *Education Act*, the Ministry will hold a provincial Safe Schools Symposium and/or a series of regional meetings. The OHRC will be invited to participate in the Symposium and/or regional meetings.
50. The agenda could include any of: the Commissioner as a keynote speaker, a workshop hosted by the OHRC, a workshop hosted by police agencies, a best practices workshop on police relations, opportunities for school boards to share best practices, including communicating with parents about special education practices and procedures, a review of how to develop/implement police/school board protocols, etc.

IX. ADMINISTRATIVE ITEMS

51. The Ministry agrees to make this Agreement available to school boards.
52. The Ministry agrees to report back to the OHRC on its progress implementing this Agreement at the one year anniversary of the Agreement and at one year intervals thereafter until completed.
 - 52.1 Forthwith following the one year anniversary of this Agreement, the parties agree to discuss a mutually agreeable end date for this Agreement.
53. The parties agree that in keeping with the OHRC's and the Ministry's public accountability and duty to serve the people of Ontario, as well as to promote understanding of human rights and responsibilities, each may issue a press release relating to the terms and conditions of the Minutes of Settlement after consultation/notification with the other party on timing and content.
54. These Minutes of Settlement are subject to the approval of the Commission under section 43 of the Human Rights Code and may be enforced under that section. The Commission may give the Ministry notice in writing that it is of the opinion that there has been an apparent breach by the Ministry of the terms of these Minutes of Settlement. The Ministry shall then have 90 days to communicate to the Commission in response and the parties agree to meet to attempt to resolve any disagreements that may arise therefrom.
55. It is understood and agreed that the execution of these Minutes of Settlement is without prejudice and without precedent and does not constitute an admission of liability on the part of Her Majesty the Queen in right of Ontario, or on the part of the Minister of Education or their officers, employees, servants or agents.
56. Pending final approval of this agreement by the Commission and the Minister of Education, both parties will conduct themselves in accordance with the provisions contained in this agreement.
57. In the event that either the Commissioners or the Minister do not approve this agreement, it shall be null and void.

IN WITNESS WHEREOF THIS AGREEMENT HAS BEEN
EXECUTED BY THE PARTIES

PARTIES		DATE
Ontario Human Rights Commission		
Her Majesty the Queen in Right of Ontario as Represented by the Minister of Education (I have authority to bind the respondent HMQ)		
Per: Ontario Human Rights Commission		

APPENDIX P

Dr. SCOT WORTLEY

Dr. Wortley has been a Professor at the Centre of Criminology, University of Toronto since 1996. In 2001 he was appointed the Justice and Law Domain Leader at the Centre of Excellence for Research on Immigration and Settlement (CERIS). He teaches both undergraduate and graduate courses including *Introduction to Criminology*, *Penology*, *Interpersonal Violence* and *Policing*. His current research projects include: 1) a study that is investigating the extent and nature of street gangs in Toronto; 2) a project that is exploring the relationship between immigration and crime using both official and unofficial sources of crime data; 3) a national survey that is examining patterns of crime and victimization in Jamaica; 4) a study that is examining the extent and impact of racial profiling in Ontario; 5) a general population survey of Toronto residents that is examining racial differences in perceptions of the criminal justice system; 7) a major survey of criminal offending and victimization among Toronto high school students and street youth; and 8) a study examining police use of force in Ontario. Professor Wortley has also been conducting research for the Ontario Government's Roots of Youth Violence Inquiry (chaired by the Honourable Roy McMurtry and Alvin Curling).

Professor Wortley has made numerous presentations at international conferences and has given talks to officials at all levels of government. He has also published in various academic journals including the *American Journal of Sociology*, *Law and Society Review*, the *Canadian Journal of Criminology*, the *Journal of Youth and Adolescence*, the *British Journal of Criminology*, *Criminal Justice*, the *Canadian Journal of Ethnic Studies*, *Sociological Perspectives* and the *Journal of Studies on Alcohol*. He has also recently published an edited volume on Crime and Criminal Justice in the Caribbean with researchers from the University of the West Indies.

